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CRANBERRY
ISLES
COMPREHENSIVE
PLAN

JULY 2010

Adopted 08/24/10

CRANBERRY ISLES COMPREHENSIVE PLAN July 2010

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***With technical assistance from the
Hancock County Planning Commission***

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Maps are available for viewing at the town office and on line at:
<http://www.hcpcme.org/cranberryisles/index.htm>

INTRODUCTION

The Cranberry Isles comprehensive plan is an advisory document. It reflects the desired future of the town based on what residents have expressed at public meetings, informal research/outreach, and through a public opinion survey. Overall, it identifies current issues and opportunities that the town faces and discusses what is expected to happen within the next five to ten years.

The plan consists of two major parts. The *Inventory and Analysis* discusses recent trends in the town and projects what may happen in the future. While it discusses some options for the town to consider, **these are not recommendations**. Rather, this section is a reference document that reflects conditions in the town **as of May 2008**. Since all towns change rapidly, some of the information in this section may be out of date by the time the plan is adopted. This is especially the case for the public opinion survey results and data obtained from state and federal sources.

The second part is the *Goals, Policies, Implementation Strategies and Future Land Use Plan*. This section sets specific recommendations for the future of the town. These recommendations are followed by detailed implementation strategies that indicate who will do what and when. The *Future Land Use Plan* presents a vision of how the town should grow.

I. INVENTORY AND ANALYSIS

A. POPULATION

1. Purpose

Population is one of the most basic components of a comprehensive plan. In order to understand Cranberry Isles' current and future needs, it is important to review population trends. This section aims to accomplish the following:

- a. Review historical and current population trends and patterns; and
- b. Project future population growth.

2. Key Finding and Issues

Cranberry Isles is one of the few towns in Hancock County to lose year-round population between 1990 and 2000. It has the fifth highest median age in the county and the relatively small number of residents in the 18-44 age range is an ongoing concern. The town's population increases about nine-fold in the summer. Only Islesford and Great Cranberry normally have a year-round population. Preservation of the year-round community is perhaps the major population issue facing the town. A related issue is ensuring that the town has the capacity to absorb its increasing seasonal population.

3. Public Opinion Survey Results

About fifteen percent of the respondents wanted a year-round population of between 100 and 150 by 2010. About 43 percent wanted between 150 and 200 residents. Twenty-three percent wanted a year-round population of over 200.

4. Recent Trends

In interpreting demographic data in the Cranberry Isles, it is important to bear in mind some special characteristics. First, the population is highly variable on a seasonal basis. This variability makes reliable data collection difficult and means that U.S. Census figures do not convey a complete population report. Population data should therefore be considered in relation to its context and method of collection or estimation. Residents can be counted to the person for most of the year between September and May, but the population during the summer months is much more difficult to tally. The seasonal nature of the population is addressed specifically in Section 4.2 of this chapter.

Another consideration in interpreting demographic data in the Cranberry Isles is the small size of the year-round population. Small changes in population can cause large differences in statistical indicators. In addition, population projection is difficult because historical trends may not be indicators of the future. As above, careful thought should be given when interpreting indicators, particularly rates of change and their implications.

4.1. Year-Round Population

Table A.1 shows historical population trends for Cranberry Isles. These figures encompass all five islands, but in recent history there have been year-round communities only on Great Cranberry and Islesford (also called Little Cranberry). The data report a 32% population decline from 1990 to 2000. Furthermore, the 2000 year-round population of 128 is far less than the 399 residents reported in town in 1910. While the town gained population in the 1970s and 1980s, the overall trend has been one of population decline. This is a trend shared with most Maine islands.

The town's median age increased from 35.6 years in 1990 to 45.5 in 2000. This compares to a county-wide increase from 35.8 to 40.7 during the same period. The median age in the Cranberry Isles is thus older than that of the county as a whole. In fact, in 2000 the town had the fifth oldest population of the county.

Local data are available on the estimated populations of each primary island. An informal survey in 2005 estimated 119 year-round residents, 51 on Great Cranberry and 68 on Islesford. This change represents a 7 percent decrease in population from 2000 to 2005. Local data were again collected in 2008 that estimated 127 year-round residents, 48 on Great Cranberry and 79 on Islesford. This would indicate the town's year-round population is about the same in 2008 as it was in 2000, but suggests a declining number on Great Cranberry and an increasing number on Islesford. While no firm data are available, local observers believe that Great Cranberry has a higher median age than Islesford.

Table A.1		
Historical Population Trends, Cranberry Isles: 1900-2005		
Year	Population	Percent Change
1900	374	
1910	399	6.68 %
1920	410	2.76 %
1930	349	-14.88 %
1940	334	-4.30 %
1950	228	-31.74 %
1960	181	-20.61 %
1970	186	2.76 %
1980	201	8.06 %
1990	189	-5.97 %
2000	128	-32.28 %
2005*	119	-7.03%
2008*	127	6.72%
SOURCE: U.S. Census		
* Indicates data collected by Comprehensive Plan Steering Committee		

As seen in Table A.2, the population of the various age groups changed at different rates between 1990 and 2003. The population of all age groups except those 45-64 years old decreased. The 45-64 age group gained only one person. The greatest numeric decrease (38 persons) was in the 18-44 age group. This is significant since this is the group of prime child-bearing age. Normally, a decrease in this group means that in addition to an immediate decrease in school-age children, further decline is likely to follow. Population projections are discussed below following Table A.2.

Table A.2						
Change in Age Breakdown, Year-round Population Cranberry Isles: 1990-2003						
Age Group	1990 Number	1990 Percent	2003 Number	2003 Percent	Change 90-03	Percent Change 90-03
0-4	19	10%	6	5 %	-13	-68.4 %
5-17	30	16%	20	17 %	-10	-33.3 %
18-44	71	38%	33	28 %	-38	-53.5 %
45-64	26	14%	27	23 %	1	3.8 %
65 & over	43	23%	33	28 %	-10	-23.3 %
Total	189	100%	119	100 %	-70	-37 %
SOURCE: U.S. Census and State Planning Office (for 2003)						

The average number of persons per household in Cranberry Isles decreased from 2.36 in 1990 to 2.13 in 2000 (based on the total population divided by the number of occupied year-round housing units). During this same period, household sizes in Hancock County decreased from 2.48 to 2.31. The town has a smaller average household size than the county as a whole, and although both are declining, the data show a higher rate of decrease (9.7%) for the Cranberry Isles than for the county (6.9%). Household sizes are important in determining how many homes will be needed for a given level of population. A smaller household size means that more homes will be needed.

There have been changes in other population statistics as well. In 1990 the town had a median household income of \$20,417, which was 81 percent of the county median income of \$25,247. By 2000, Cranberry Isles' median income had increased to \$39,063, which was about 109 percent of the county income of \$35,811. During that period (1990-2000), the gap between town and county income levels was reversed since the town in 2000 had a higher income than the county. The 1990 poverty rate in Cranberry Isles was 20.9 percent compared to 10.0 percent for Hancock County. By 2000, the town poverty rate had decreased to 13.3 percent compared to 7.1 percent for the county. While poverty rates in Cranberry Isles decreased significantly, rates were still well above county levels. It should be noted that poverty rates are based on federal government measures of income and do not reflect the increased cost of living on an island or other local factors that might be relevant. Further, these rates do not reflect unreported income and the town's active informal economy. These topics are discussed in the *Economy* chapter of this plan.

There have been slight shifts in educational attainment levels. In 1990, 79.7 percent of Cranberry Isles residents aged 25 and older had a high school education and 31.3 percent

had a bachelor's degree. By 2000, 82.4 percent had a high school degree and 29.6 percent had a bachelor's degree. By comparison, Hancock County in 2000 had an 87.8 percent high school education rate and a 27.1 percent bachelor degree rate. While high school completion rates increased, the town still had a lower rate than the county in 2000.

4.2. Seasonal Population

It is very difficult to estimate the town's seasonal population. There are several sources of population that affect seasonal fluctuations. First and foremost is the significant summer resident community, consisting of owners, renters and their guests in seasonal homes. In addition, there are guests of year-round residents, visitors of the Bed & Breakfast accommodations and day tourists. Considering each of these sources of seasonal population, a meaningful number for the summer population of the Cranberry Isles can be estimated.

A general estimate of the population residing in seasonal homes can be arrived at by multiplying the total number of seasonal homes by the average household size. Estimating the average household size for a second home is difficult, but it can be argued that it is often larger than that of a year-round home, as seasonal homes tend to be used by families and/or have more visitors. Therefore, an average household size of 3.5 persons for seasonal homes (50 percent more than the 2.13 for year-round homes) will be used. Multiplied by the 277 seasonal homes reported in the 2000 Census, there are approximately 970 persons residing in seasonal homes.

Guests in year-round homes are likely a significant contributor to the seasonal population. Their numbers are also difficult to measure and can only be estimated. It will be assumed that on average each year-round home contains one additional occupant during the summer months. Multiplied by the 67 year-round homes reported in the 2000 Census, there are approximately 67 additional persons residing in year-round homes during the summer months.

The two Bed & Breakfast accommodations on Islesford have a maximum combined capacity of 10 patrons. These facilities are generally at or near capacity throughout the summer months, so it can be estimated that these overnight visitors account for an increase in the seasonal population of up to 10.

Day visitors are the most difficult segment of the seasonal population to count. Their impact is unquestionable however, and any consideration of seasonal population must involve them.

Based on the above estimates, the peak summer resident population is 1,175. This figure combines the year-round population of 128 in the year 2000 and the seasonal population, not including day visitors, of 1,047. These estimates indicate the town's population increases more than nine-fold in the peak summer months.

4.3. Island-Specific Trends

Although not shown in Census data, the geographic distribution of the population of Cranberry Isles is another important characteristic. The population varies not only by season but also by island. As described in Section 4.1 of this chapter, data collected locally in 2005 showed 43 percent of the year-round population living on Great Cranberry and 57 percent living on Islesford. Data collected locally in 2008 showed 38 percent of the year-round population living on Great Cranberry and 62 percent living on Islesford. These data indicate a 6.7 percent increase in the overall population, but declining numbers living on Great Cranberry and increasing numbers living on Islesford. Baker, Bear, and Sutton remain uninhabited during the off-season.

During the summer months this dynamic is greatly altered, with Sutton Island generating a population approaching one hundred. Bear and Baker remain almost vacant however, sustaining just two families each. Additionally, the populations of Great Cranberry and Islesford reach near equilibrium, as Great Cranberry absorbs a greater percentage of summer residents.

5. **Projected Population**

There is no reliable way to project population for a small town such as Cranberry Isles. Some general statistical models can be used, however. The State Planning Office (SPO) has developed year-round population projections for all towns in the state through 2020. The figures for Hancock County and Cranberry Isles are shown in Table A.3. As seen, Hancock County as a whole has considerable growth potential. This is consistent with recent trends of a high in-migration rate. In contrast, Cranberry Isles is projected to lose population. The projected year-round population is 114 for 2015 and 107 by 2020.

Local sentiment, however, is that the State Planning Office projection of a decline in population to 107 year-round residents in 2020 is unreliable and may be incorrect. Local data in 2005 and 2008 do not show a significant decrease from the 2000 Census figures. In fact, population figures for 2008 are higher than those for 2005 and are nearly the same as in 2000. Further, it is generally believed that efforts to attract and retain year-round residents will curb the decline, at least stabilizing and possibly increasing the town's population in the near future.

Table A.3			
Projected Population through 2020¹			
Unit of Government	2000	2015	2020
Cranberry Isles	128	114	107
Hancock County	51,791	56,873	58,006
¹ NOTE: refer to text for discussion of limitations of data			
SOURCE: State Planning Office web site			

6. Issues of Public Concern

Results of the public opinion survey conducted in conjunction with the development of this plan and other community outreach efforts identified the following issues:

- a. The trend of declining year-round population, particularly when coupled with increase in seasonal population, is not desirable. If unabated, it could lead to the collapse of the year-round community since it could lose the critical mass necessary to support the school and other community functions.
- b. The small number of year-round residents in the 18-44 age group is a concern. Young adults and young families are key to the vitality of the town. They are parents of school children and fill critical volunteer positions in town such as fire & rescue and school committee. This is of particular concern on Great Cranberry where the median age is higher and the school has had zero enrollment since June 2000.
- c. Elderly who have lived their lives on the islands are moving off for better health care, ease of accessing food, and to alleviate added expense of living on the islands.
- d. The dependence on volunteers to perform many community functions is putting an increased strain on the small number of residents.

B. ECONOMY

1. Purpose

An understanding of the economy is important in planning for the future of a town. This section aims to accomplish the following:

- a. Describe current economic conditions;
- b. Summarize recent economic trends; and
- c. Identify current economic issues.

2. Key Findings and Issues

In 2000, Cranberry Isles had a self-employment rate of 53 percent compared to a 16 percent rate for Hancock County. While the county labor force increased by 19 percent between 1990 and 2000, the labor force for Cranberry Isles decreased by 22 percent (from 79 persons to 62). Approximately 25 people commute from the mainland to the islands year-round. There is also some commuting in the other direction. The ferry service schedule makes commuting difficult.

Major sources of employment on the islands are lobster fishing and boat building. The lobster sector has been vulnerable historically, and a marked decrease in harvests and/or increase in operating costs would have a major impact on the town's economy. There is also employment in building construction, maintenance and property caretaking. Employment opportunities increase in the summer when seasonal businesses are operating. The introduction of high-speed Internet service has facilitated telecommuting. This sector is likely to increase in the next few years.

3. Public Opinion Survey Results

About 27 percent of the respondents felt that employment opportunities were a problem, and another 27 percent said that they would become a problem in the future. There were many comments about the inadequacy of Internet service. (**NOTE:** the survey was conducted before the upgrading of service in 2007.) Only 22 percent of respondents felt that high speed Internet service was not a problem at that time. There were also many comments that the ferry schedule made commuting to the mainland very difficult.

4. Overview of Existing Conditions/Data

The Cranberry Isles labor force¹ is defined as residents over the age of 16 who are employed at least part of the year. This definition is further refined to mean those workers represented in the formal economy or those who report their earnings.

¹ Includes residents of town, regardless of where they work; does not include non-residents who work in town.

The economy of the Cranberry Isles has historically been, and continues to be, largely dependent on fishing, specifically lobstering. Other areas of employment include construction and general contracting; boat building, storage and repair; creation and marketing of artwork; retail and service businesses; caretaking; town administration; education; and freelance and other businesses operating from home offices. The labor force is thus predominantly self-employed, and many of the employment opportunities are seasonal or have seasonal cycles. Many people in the Cranberry Isles work in more than one industry; and many are semi-retired and work only intermittently.

There is a dramatic increase of jobs in the summer, driven by the influx of summer residents and tourists. Overall, however, the Cranberry Isles labor force decreased in size by 22 percent between 1990 and 2000 while that of the county as a whole increased by 19 percent.

Another labor force trend worth noting includes those that do not reside on the Cranberry Isles but travel from off island to work in the town. On a daily basis, up to 25 people, mostly in the construction trade, commute from off-island to work on the islands. Other jobs are often filled by off-island labor, such as sternmen, fishermen's co-operative employees, maintenance positions, and specialty services such as electrical work, plumbing, and painting.

Many of the jobs available on the Cranberry Isles are physically demanding and are in industries that have traditionally employed mostly men. Although the number of women working in lobstering and construction is increasing, it remains low. Overall, there are narrower employment opportunities for women or men who either choose not to or cannot perform physically demanding jobs.

Finally, the informal labor market and economy within the town are significant, with many year-round residents supplementing their incomes through direct trade of goods and services and/or cash payment for goods and services.

5. Overview of Existing Regulations Affecting the Economy

The lobster fishing industry is governed by both state and federal regulations. The construction industry is governed by building codes and zoning. Other forms of employment (boat building and repair, restaurant, post office, etc.) are governed by their respective codes and regulations, mainly at the state level.

6. Summary of Current Trends

Table B.1 compares employment by classification between Cranberry Isles and Hancock County for 1990 and 2000. Overall, the Cranberry Isles year-round labor force decreased from 79 persons to 62 persons, a decrease of 22 percent compared to a 19 percent increase for the county. This is indicative of the unique labor market for the islands. The differences between the town and the county are discussed in the following paragraphs.

One major difference in the year 2000 is the nearly 53.2 percent self-employment rate in Cranberry Isles compared to a 16 percent rate for the county. The high rate of self-employment is largely attributable to lobster fishing, construction trades, and caretaking. In each of these industries, self-employment is most common. This self-employed figure also includes artists and the semi-retired. The other two island communities in Hancock County also reported high rates of self-employment in 2000. The rates for Frenchboro and Swan's Island were 84.6 percent and 42.4 percent respectively.

Table B.1				
Class of Workers, Employed Persons 16 years and over, 2000				
	Cranberry Isles		Hancock County	
	Number	Percent	Number	Percent
Private Wage/Salary	20	32.3%	17,470	69.8%
Fed/State/Local Gov't	9	14.5%	3,511	14.0%
Self-employed	33	53.2%	3,975	15.9%
Unpaid Family Member	0	0.0%	78	0.3%
Total	62	100%	25,034	100%
SOURCE: U.S. Census, 2000, Table DP-3				
Class of Workers, Employed Persons 16 years and over, 1990				
	Cranberry Isles		Hancock County	
	Number	Percent	Number	Percent
Private Wage/Salary	32	40.5%	14,604	69.5%
Fed/State/Local Gov't	9	11.4%	2,998	14.3%
Self-employed	38	48.1%	3,325	15.8%
Unpaid Family Member	0	0.0%	73	0.4%
Total	79	100%	21,000	100%
SOURCE: U.S. Census, CPH-L-83, Table 2				

Table B.2 compares year-round employment by industry sector for Cranberry Isles and Hancock County. This table reports the sector from which Cranberry Isles residents earn their income, whether they work in town or off-island. The highest percentage of jobs (32 percent) is in agriculture, forestry and fishing. Numbers in this sector are primarily attributable to fishing. The proportion of jobs in this sector is far greater than the 5 percent rate for the county as a whole. The construction, manufacturing, and transportation/warehousing/utilities sectors each account for about 10 percent of the jobs.

Table B.2 Cranberry Isles & Hancock County: Employment by Industry Sector, 2000				
Category	Cranberry Isles		Hancock County	
	Numbers	Percent	Numbers	Percent
Agriculture, Forestry, & Fisheries	20	32.3%	1,315	5.3%
Construction	6	9.7%	2,524	10.1%
Manufacturing	6	9.7%	2,369	9.5%
Wholesale Trade	2	3.2%	575	2.3%
Retail Trade	3	4.8%	3,057	12.2%
Transportation, Warehousing and Utilities	6	9.7%	883	3.5%
Information	1	1.6%	644	2.6%
Finance, Insurance & Real Estate	2	3.2%	1,191	4.8%
Professional, scientific, management, administrative and waste management services	4	6.5%	2,005	8.0%
Educational, health and social services	2	3.2%	5,544	22.1%
Arts, entertainment, recreation, accommodation and food services	5	8.1%	2,252	9.0%
Other services (except public administration)	2	3.2%	1,672	6.7%
Public Administration	3	4.8%	1,003	4.0%
Total	62	100%	25,034	100.0%
Source: 2000 U.S. Census: Table DP.3				

In 2000 Hancock County had a mean commuting time of 22.4 minutes, as compared to 13.4 minutes time for Cranberry Isles. The dependence on ferry service limits the number of people who commute off-island. Of the 62 employed Cranberry Isles residents for whom 2000 Census commuting data are available, 37 worked in Cranberry Isles and 16 worked on Mount Desert Island, with the balance working elsewhere. These data are based on a sample and reflect year-round employment as reported by the U.S. Census.

The Census also reported that 81 people (both residents and non-residents) worked in Cranberry Isles. Apart from the 37 Cranberry Isles residents, the most frequent points of origin of people commuting to the islands to work were Bar Harbor, Mount Desert, Bucksport and Tremont. There were also smaller numbers of commuters from places as far as Franklin, Hancock, Lamoine, Trenton and Sedgwick. These data indicate that the islands are dependent on mainland residents to fill many jobs. There is a third category of worker that includes residents of the Cranberry Isles who move off island during the

school year; one or more members of these families often work on MDI or other nearby locations.

Unemployment rates are shown in Table B.3 for Cranberry Isles and Hancock County. Rates on the islands are well below the county average. These rates reflect average year-round rates. The county and the town continue to have seasonal fluctuations in employment. For example, the Ellsworth-Bar Harbor Labor Market Area had a 7.1 percent unemployment rate in December 2007 compared to a 3.6 percent rate in August 2007. While no detailed seasonal data are available for the Cranberry Isles, local observers note that there are significant fluctuations in employment over the year. There are far more job opportunities in the summer than in the winter. In fact, some summer employers face a labor shortage.

Table B.3 Average Annual Unemployment Rate, 1999-2003					
Unit of Government	1999	2000	2001	2002	2003
Cranberry Isles	0.8%	2.3%	0.8%	1.1%	1.1%
Hancock County	5.3%	4.4%	4.5%	4.4%	5.1%
SOURCE: Maine Department of Labor <u>Maine Civilian Labor Force Estimates</u>					

6.1. Sector-Related Trends

6.1.1. Fishing

Lobster fishing is the predominant fishing industry in the Cranberry Isles. It has been quite lucrative throughout the 1990s and has provided fishermen and their sternmen with very good incomes. Approximately 17 boats fish lobster from the Cranberry Isles and directly account for roughly 34 jobs, as each boat generally employs one full-time sternman. Of the jobs on these boats, 21 belong to year-round residents of the islands. The majority of the fishing fleet is located in Islesford. Only two boats remain of the fishing fleet from Great Cranberry. Families on Great Cranberry have had few offspring, and those offspring have not become fishermen. Additionally, no one who has moved to that island in recent years has taken up fishing.

There is a Fisherman's Cooperative (known locally as the "Co-op") on Islesford that provides members with access to the waterfront and a place to purchase bait, fuel boats, and store and sell their catch. This has been a successful venture for the Cranberry Isles fishing fleet and has attracted boats out of Southwest Harbor and Northeast Harbor to join. The Co-op employs between two and five people to run its daily operations.

Lobster fishing licenses that had historically been passed down through families are now subject to stricter regulations through the fisheries management at Maine Department of Marine Resources. The limits on the number of licenses available and the number of traps allowed, along with other restrictions, have made it more difficult to obtain new lobster licenses (see *Marine Resources* chapter).

Lobster harvesters have adopted practices and restrictions to help ensure the future of their stock. For example, they notch the tails of egg-producing females for identification purposes and to prohibit said females from being legally sold. Also, size limits restrict the harvesting of lobsters that are either too small or too large. The smaller lobsters are left so there will be a supply of mature lobsters in the future. The larger lobsters are protected, as they are the predominant breeding stock. The local lobster stock has been healthy and productive in recent decades, indicating that such self-regulated practices are effective.

Crab by-catch is allowed with a lobster license, but the market for it is small and often unreliable. Halibut, flounder, mackerel, and other fish are caught almost exclusively for personal consumption and have an inconsequential economic impact.

The local fishing economy remains highly dependent upon one species: lobster. This heavy dependence on a single species makes the local fishing economy vulnerable, should there be a marked decline in lobster stock in the future. The sector is also affected by changes in regulations and economic factors, such as market demand (affecting boat price of catch) and the price of fuel, bait and insurance.

6.1.2. General Contracting, Carpentry, Maintenance, and Caretaking

There are a handful of small general contracting and construction businesses on Islesford and Great Cranberry that operate primarily locally. Islesford has at least two such businesses, and several young workers are developing new businesses there. Great Cranberry has two small construction businesses as well.

The presence of a large summer community, over and above the year-round population, increases the demand for workers with skills in carpentry, landscaping, painting, and maintenance of electrical, heating and plumbing systems. In addition, summer homeowners often contract the services of a caretaker with basic skills in all these areas. Caretakers often provide services to more than one family. The workload for caretakers fluctuates seasonally and differs depending on the size of the property and demands of the owners. Caretakers tend to be self-employed, and their income from caretaking often supplements that derived from other work. The demand for these services from summer residents is likely to continue to increase in the future.

Many construction workers commute daily from the mainland to the islands to perform larger construction jobs and more occasionally specialty jobs. Even during the winter, at least 15 laborers commute to the islands from the greater MDI region to perform carpentry, plumbing, and other contracting work.

6.1.3. Boat Building, Maintenance, and Storage

There are several businesses in the Cranberry Isles relating to boat building, maintenance and storage. Two boatyards design and construct custom boats as well as restore older

models. They also refinish, maintain, and store boats. Both are located on Great Cranberry and each employs approximately 3-5 full-time workers. Boat building is a specialized craft and most positions require considerable training. Boat building is an important component of the Hancock County economy. With the increasing popularity of the region as a vacation and cruising yacht destination, coupled with the presence of a successful local fishing fleet, consumer demand in the boating-related industries is likely to grow as long as the economy and disposable incomes remain robust.

Several smaller independent businesses also store and repair boats. These businesses exist on both Great Cranberry and Islesford. They provide these services for seasonal boats owned by both summer and year-round residents. The year-round ferry service also employs several residents.

In 2006, a boat building school for island and mainland children was established on Islesford, operating in the summer months. This school recognizes the historical importance of boatbuilding to the islands and seeks to train young people in boatbuilding skills and reawaken interest in the industry on the Cranberry Isles.

6.1.4. Tourism and Related Employment

Thousands of people visit the Cranberry Isles each summer, some for upwards of three months and others for a single day. Most day visitors come only for a few hours on a cruise, charter boat, or ferry. These tourists contribute to several businesses on both Islesford and Great Cranberry. There are two Bed & Breakfasts on Islesford, offering accommodations for approximately 8 to 12 guests. There is no Bed & Breakfast operating on Great Cranberry.

There is a restaurant on Islesford that is open for 8 to 10 weeks, from late June to early September, and employs approximately 35 seasonal workers. A seasonal take-out restaurant is scheduled to open in 2008 on Great Cranberry. The short but intense summer season is a major limiting factor in the success of a local restaurant or other business that depends heavily on the patronage of summer residents and tourists. Both Great Cranberry and Islesford have a museum and gift shops that sell local crafts and memorabilia to visitors. Islesford also has a gallery that exhibits work by local island artists as well as works by artists from all over Maine, a pottery shop, and more recently a small store selling artisan sea glass items. These summer businesses employ residents as well as members of the summer community and others from off-island. This category of employment offers significant opportunity for residents for a short period of time.

While there is probably room to expand the tourism industry in the islands, few residents would like the character of the islands to change from fishing village to vacation resort. Any growth in this area would have to take into consideration the limited infrastructure on the islands and the fragile natural environment.

6.2. Government and Institutional Employment

There are jobs on both Islesford and Great Cranberry that are related to different branches of government. The federal government, specifically the National Park Service, employs several people to staff the Islesford Historical Museum, a destination for many tourists and visitors. Great Cranberry and Islesford each have a post office and postmasters. The Islesford School currently employs two teachers and two assistants.

The town's municipal offices are located on Islesford and employ one full-time and two part-time workers who are responsible for town business and facilities. The town also contracts with local residents for services such as snowplowing and solid waste management. Since 2002, the Island Institute has placed one or more paid Fellows on the islands, working on various issues related to the economic health of the Cranberry Isles. The public libraries on both Great Cranberry and Islesford employ part-time librarians.

6.3. Off-Island Employment

It is difficult for year-round residents of the Cranberry Isles to commute daily to jobs off-island due to the limited off-season boating schedule. Most island residents who hold jobs on the mainland move off-island for significant periods. Some spend the work week off-island and come home only on the weekends; others move off and work on the mainland while their children are in school; and still others are self-employed, or work part-time, and can schedule their work according to their needs. The number of people who live in the Cranberry Isles but work off-island is difficult to count accurately, as legal residency is often not a reflection of time spent on the island.

6.4. Other Types of Employment

People who are self-employed and can work from their home or people who work on a freelance basis are also major contributors to the economy of the Cranberry Isles. This work encompasses a wide range of fields from artists and writers to medical transcriptionists, web-designers, and others who telecommute and/or work online. This is an area of the economy that promises to grow and is likely to be a major factor in the islands' economic future.

During the summer of 2007, the Selectmen entered into a contract to provide high-speed Internet access to the islands. In 2008, a competitive DSL service was offered on Great Cranberry. It is hoped that residential Internet access will enhance the ability of many professionals and entrepreneurs to work from their homes on the islands and perhaps create new local job opportunities as well. The school and library buildings on both Great Cranberry and Islesford are wired with T-1 cable modems that provide high-speed access and wireless connection. The public library connections provide an opportunity for free Internet access for those residents without service in their homes.

Residents are considering the establishment of a small industrial park on each of the primary islands that would house and facilitate several island businesses. Suggestions for

businesses that would benefit from such a space include: carpenters and furniture makers; a wood processing business that could produce chips, pellets, heating wood and lumber; a variety of cottage industries; and any other businesses that would use a shared office space. The businesses would run off of clean renewable electricity and would engage in other environmentally sound practices.

7. Issues of Public Concern

Results of the public opinion survey conducted in conjunction with the development of this plan and other community outreach efforts identified the following issues:

- a. The economy of the Cranberry Isles is highly dependent upon the lobster industry. A serious downward trend in the lobster industry, due to rising costs, additional regulations, declining product demand, or health/volume of stock, would be devastating to the islands' economy.
- b. The current winter ferry schedule makes it difficult for people living on the island to commute to jobs off-island. It also makes it difficult for people living off-island to commute to jobs on the island. Even if the schedule accommodates an off-island resident commuting to the island, there are two other issues: the cost of a round trip boat ticket and the costs associated with extra hours commuting.
- c. The current trend of more houses becoming summer homes could dampen growth of year-round job opportunities.
- d. While there are jobs on the islands, these jobs do not necessarily match the characteristics and skills of the labor force living on the islands.
- e. The cost of doing business on the islands is very high and this will discourage any significant growth in industrial or commercial activity.
- f. It is unrealistic to expect significant growth in jobs associated with fishing, the predominant industry on the islands. This sector is expected to remain stable however.
- g. A large percentage of the jobs on the islands, both year-round and summer, are dependent upon the summer population. Anything that would make these islands less attractive for vacationing and tourism could be detrimental to the islands' economy.
- h. There is a shortage of affordable workforce housing on the islands. This issue is addressed further in the *Housing* chapter of this plan.

C. HOUSING

1. Purpose

It is important for a comprehensive plan to have an analysis of the housing market and local and regional housing needs. The health of the local housing market and its relationship to regional market trends are critical to the long-term viability of the islands. This section aims to accomplish the following:

- a. Review housing trends since 1990;
- b. Discuss housing affordability;
- c. Identify major housing issues; and
- d. Project future housing construction trends.

2. Key Findings and Issues

The number of year-round homes in town decreased between 1990 and 2000, while the number of seasonal homes increased. As of 2000, about 80 percent of the homes in town were seasonal homes. Housing values are almost double the county median while incomes are only 9 percent above county levels. This means that affordable housing is a serious need in town. The town has taken some initial steps to address affordable housing but further efforts are needed. The town is projected to have 396 dwelling units (year-round and seasonal) by 2020 compared to 344 in 2000.

3. Public Opinion Survey Results

About 25 percent of respondents indicated that affordable housing was presently a problem and another 32 percent felt it would likely become a problem in the future. Sixty-one percent said that they favored ordinances that would create more affordable housing. While 68 percent supported more year-round single-family homes, only fifteen percent wanted to see multi-family units and two percent wanted more mobile homes.

4. Overview of Existing Conditions/Data

The number of year-round homes in the Cranberry Isles decreased between 1990 and 2000, while the number of second homes increased. This is a result of year-round homes being bought for seasonal use and new construction of seasonal homes. As of 2000, there were 344 dwelling units in Cranberry Isles reported by the U.S. Census. Of these units, only about 20 percent (67 units) were occupied year-round; the remaining 80 percent (277 units) were occupied only during the summer. Local data in 2008 reported 70 year-round dwelling units, an increase of 3 units since 2000. Year-round homes are now far outnumbered by second homes.

The breakdown between rental and owner occupied year-round housing is shown in Table C.1. As of 2000 about 87 percent of year-round homes were owner-occupied and 13 percent were renter-occupied. There is a lower percentage of renter-occupied units in Cranberry Isles than in Hancock County as a whole.

Table C.1 Estimated Tenure of Occupied Year-round Housing (Does not include seasonal and vacant units) Cranberry Isles and Hancock County: 1990 and 2000						
		1990		2000		1990-2000
		Number	Percent of Total	Number	Percent of Total	Percent Change
T O W N	Renter-Occupied	11	13.7%	8	13.3%	-37.5%
	Owner-Occupied	69	86.3%	52	86.7%	-32.7%
	Total Occupied Units	80	100%	60	100%	-33.3%
C O U N T Y	Renter-Occupied	4,466	24.3%	5,414	24.3%	16.0%
	Owner-Occupied	13,876	75.7%	16,550	75.7%	16.2%
	Total Occupied Units	18,342	100%	21,864	100%	16.1%
Source: U.S. Census 1990 CPH-1-21, Tables 10+11, 2000, initial print-outs, specified units only, does not include all units.						

The breakdown of (year-round) contract rents is shown in Table C.2. As of 2000, the median monthly rent in Cranberry Isles was \$475, which was 92 percent of the \$514 median for Hancock County. Based on samples, the average 2003 rent in Hancock County (including utilities) was \$726. Comparable data are not available for Cranberry Isles.

Table C.2 Contract Rent of Renter-Occupied Year-Round Units Cranberry Isles and Hancock County: 2000				
	Cranberry Isles		Hancock County	
Monthly Rent	Number	Percent	Number	Percent
Less than \$200	0	0.0%	412	8.2%
\$200 to \$299	0	0.0%	320	6.4%
\$300 to \$499	3	25.0%	1286	25.7%
\$500 to \$749	2	16.7%	1753	35.1%
\$750 to \$999	0	0.0%	447	8.9%
\$1,000 or more	0	0.0%	104	2.1%
No cash rent	7	58.3%	676	13.5%
Total Specified	12	100%	4,998	100%
Median Rent		\$475	\$514	-----
Source: U.S. Census 2000, DP-4				

Table C.3 compares the value of owner-occupied (year-round) homes between Cranberry Isles and Hancock County. The median value in Cranberry Isles was \$202,800 in 2000 compared to \$108,600 for Hancock County. Values were almost double the county-median. Housing prices are discussed further in the section below on affordable housing.

Table C.3 Value of Specified Owner-occupied Housing Units, 2000				
	Cranberry Isles		Hancock County	
Value	Number	Percent	Number	Percent
Less than \$50,000	0	0.0%	685	6.4%
\$50,000 to \$99,999	7	18.9%	4,118	38.2%
\$100,000 to \$149,999	3	8.1%	2,785	25.8%
\$150,000 to \$199,999	8	21.6%	1,383	12.8%
\$200,000 to \$299,999	17	45.9%	1,030	9.6%
\$300,000 to \$499,999	1	2.7%	510	4.7%
\$500,000 to \$999,999	0	0.0%	190	1.8%
\$1,000,000 or more	1	2.7%	78	0.7%
Total	37	100%	10,779	100%
Median Value	\$202,800		\$108,600	--
Source: U.S. Census 2000, Table DP-4				

5. Affordable Housing

Under the State's comprehensive planning process, towns must assess their affordable housing needs. This involves comparing housing prices to household incomes and determining if there are sufficient opportunities for home purchase and rentals. The Maine State Housing Authority (MSHA) has data on housing prices.

MSHA uses an affordable housing index to compare median household incomes to median sales prices. An index of 1.00 or more indicates that incomes are sufficient to purchase the median-priced home. While no town-specific data are available for the Cranberry Isles, the Ellsworth-MDI housing market had an index of 0.73 in 2003. The median 2003 sales price in the housing market was \$165,500, which would require a median income of \$53,984 to be affordable. The actual median household income in 2003 for the housing market was reported to be \$39,564. The Cranberry Isles housing market is likely to be far tighter than the area as a whole. Housing values in town far exceed the county median and the 2000 median household income was only 9 percent more than the county level.

According to MSHA data, there were two family households in town in 2003 whose incomes qualified them for *Section 8* housing renter assistance. The term *Section 8* refers to households entitled to rental assistance from the federal government due to low income. As of 2003, no *Section 8* units were listed by MSHA in town that met this need.

These same data indicate that there was one *Section 8* eligible senior household and that there were no *Section 8* units of senior citizen housing in town. However, there are three units owned by the Cranberry Isles Realty Trust that are available for rent.

The Cranberry Isles Realty Trust (CIRT) was formed in 1996 with the support and encouragement of the town to support the vitality of the year-round community by providing affordable housing. This 501(c)(3) non-profit organization was formed in response to the rising values of Cranberry Island real estate and the increasing number of properties being sold as second homes. These two factors were contributing to the decrease in properties within the financial reach of many wanting to live in the Cranberry Isles year-round.

CIRT currently owns two houses on Great Cranberry and one house on Islesford. The organization received a Community Development Block Grant award of \$300,000 that was used to buy and rehabilitate one small house on Great Cranberry, move a donated house to town-owned land on Great Cranberry, and put a prefabricated house on town-owned land on Islesford. As of May 2008, two of the three houses were occupied. Because CIRT accepted federal HUD funds to help purchase the three properties, the organization is bound by the income guidelines stipulated by the government for affordable housing.

Affordable housing for year-round residents is particularly challenging in the market conditions of the Cranberry Isles. Entry-level homes are beyond the financial reach of those on entry-level incomes. However, the entry-level incomes exceed the maximum allowed to be eligible for CIRT home occupancy. Therefore, many lower-income adults and families search for affordable housing, while at the same time the CIRT houses may be vacant because no local candidates qualify.

6. Overview of Existing Regulations Governing Housing

Town land use ordinances that affect housing are addressed in the *Land Use* chapter of this plan. There are income-related occupancy restrictions for the three affordable housing units owned and rented by the Cranberry Isles Realty Trust (CIRT). In accepting HUD funds to help purchase their three properties, they must abide by the income guidelines stipulated by the government for affordable housing. The HUD HOME Program income limits are calculated using the same methodology used for calculating the income limits for the *Section 8* program. These limits are updated yearly.

7. Summary of Current Trends

Table C.4 shows there was a nearly 6 percent increase in the total number of dwelling units (year-round and seasonal) in Cranberry Isles between 1990 and 2000. The number of year-round units decreased by about 26 percent (24 units) between 1990 and 2000. There was an 18 percent increase (43 units) in the number of second homes. Local data collected in 2008 indicate 70 year-round dwellings in the town. This change represents a 4 percent increase (3 units) from 2000 to 2008 (see Table C.4.A). In recent years, several

year-round houses in the Cranberry Isles have been sold to owners planning to occupy them only seasonally.

Table C.4				
Change in Housing Units, Cranberry Isles: 1990-2000				
Type	1990	2000	Change	Percent Change
Year-round	91	67	-24	-26.4%
Seasonal	234	277	43	18.4%
Total	325	344	19	5.8%
SOURCE: U.S. Census				

Table C.4A				
New Dwellings, Cranberry Isles: 2000-2008				
Year	Islesford	Great Cranberry	Total	Year-round Dwellings (included in total)
2000	0	3	3	0
2001	2	0	2	0
2002	1	2	3	1
2003	1	0	1	0
2004	1	0	1	1
2005	1	0	1	0
2006	0	0	0	0
2007	0	1	1	0
2008	1	0	1	1
Total	7	6	13	3
SOURCE: Compiled by Comprehensive Plan Committee, based on Code Enforcement Officer building permit records.				

Table C.5 shows the breakdown among various housing types. From 1990 to 2000 there was a nearly 9 percent increase in the number of single-family homes. Two multi-family/duplex units were added to the housing stock. The U.S. Census data show that there was a decrease of five units in the number of mobile homes. This is most likely due either to the Census using a different definition of mobile homes in the year 2000 or to a counting error rather than an actual decline.

Table C.5
Change in Housing Types, Cranberry Isles: 1990 – 2000

	1990		2000		
Type	Number	Percent	Number	Percent	Percent Change
Single family	316	97.2%	343	97.7%	8.5%
Duplex/Multi-family	0	0.0%	2	0.6%	
Mobile Homes	9	2.8%	4	1.1%	-55.6%
Boat/RV/Van	0	0.0%	2	0.6%	
Total	325	100%	351	100%	8%

SOURCE: U.S. Census

Note: Source of 2000 figures is US Census, Table DP-4. This chapter's Tables C.4 and C.6 show 344 total units, as reported by US Census 2000, Table DP-1. The discrepancy in number of units is because 2000 Census data in Table DP-1 are derived from the official count from the short form whereas the data in Table DP-4 are derived from a sample based count from the long form.

The number of year-round rental units in Cranberry Isles decreased from 11 to 8 between 1990 and 2000 (see Table C.1). This may be due to the overall decline in the year-round population combined with the high demand for seasonal rentals. Property owners may be reluctant to rent homes on a year-round basis if they can earn more renting the units on a short-term seasonal basis. Additionally, as the homes suitable for year-round occupancy are sold to summer residents, the year-round rental stock is reduced.

7.1. Island-Specific Housing Trends

Local data from 2005 reported that there were a total of 70 existing year-round dwelling units in the town, with the same number (35) on Great Cranberry and Islesford. Local data collected in 2008 indicated no change from 2005. The 2008 local data for housing units and populations of the two islands (Great Cranberry 48; Islesford 79) shows an average household size of 1.37 on Great Cranberry as compared to 2.26 on Islesford.

7.1.1. Great Cranberry

Great Cranberry is one of the two islands in the town with a year-round community. Great Cranberry has a higher median age and a correspondingly smaller average household size than Islesford. This suggests that more homes here than usual may be put on the market in the near future. As the largest island in the town, Great Cranberry also has the most undeveloped land.

7.1.2. Islesford

Islesford also has a year-round community. Islesford is smaller than Great Cranberry in acreage, but is more densely developed so less land is available for new housing. Islesford has a larger average household size than Great Cranberry, due to the presence of more families with young children. Several young adults and families have moved to the island as year-round residents in recent years.

7.1.3. Sutton Island

There are 26 seasonal houses on Sutton Island. Due to deed restrictions and conservation easements that restrict further development, few, if any, new homes are likely to be built on Sutton.

7.1.4. Baker Island

There are two privately owned seasonal dwellings on Baker Island, on land totaling 2.24 acres. The rest of the land is owned by the National Park Service and is part of Acadia National Park.

7.1.5. Bear Island

The Bear Island Lighthouse, owned by the National Park Service, and another residence are the only dwellings on the island. The lighthouse is in a long-term seasonal lease to tenants who maintain the historic property.

8. Local and Regional Issues

The high cost of housing relative to income is the major housing issue facing the town. A related issue is the large number of seasonal homes. Cranberry Isles residents are clearly affected by regional housing trends. Real estate prices and rents have been increasing throughout Hancock County, but particularly in the Mount Desert area, even in the face of a market downturn in many corners of the country. The high price of land, the added expense of construction on an island, and a market driven by seasonal-home buyers, make purchasing vacant land and constructing a new home in the Cranberry Isles very costly.

The high price of housing on nearby mainland towns makes it harder for families who may want to find temporary housing during the school year or seek work near the island. The tight MDI housing market also affects the town's labor market, since people who might consider working on the islands have few housing options within an easy commuting distance from the ferry.

Standard approaches to subsidized housing do not apply well here, since most people living on the islands must earn more than the income limits to afford the higher expenses

associated with living on an island. Even middle-income households may have trouble buying their first home due to the high cost of housing.

The town and its residents are taking actions to make their homes and buildings more energy efficient. In March 2008, the Cranberry Isles Sustainability Initiative began conducting a study to determine the current energy usage on the islands and to create a plan for using energy more efficiently.

9. Dwelling Unit Projections

It is possible to estimate the number of year-round homes that will be needed by dividing the projected household population by the projected household size. The *Population* chapter projected a year-round population of 107 for Cranberry Isles by 2020. Given the household size of 2.13, there would be a total of 50 year-round, occupied dwelling units in town by 2020 (see Table C.6). This would represent an actual decrease from 2000.

Table C.6 Projected Dwelling Units, Cranberry Isles		
	2000*	2020
Projected Population Residing in Households	128	107
Projected Household Size	2.13	2.13
Projected Occupied Dwelling Units	60	50
Total dwelling units (year-round & seasonal)	344	396
<p>*Note: 2000 figures are actual numbers from the U.S. Census, Table DP-1. Source: Analysis by the Hancock County Planning Commission</p>		

However, there are some factors that may lead to more homes being built than these projections would indicate. First, household sizes are likely to decrease as the population ages. Second, some homes may be vacant for at least part of the year. Given past trends, further seasonal home construction can be anticipated. Also, should the desired increase in year-round population be realized, more year-round units would be needed.

These factors mean that the rate of overall housing construction is likely to be faster than projected in Table C.6. To allow for such unknowns, a 15 percent increase in all dwellings (year-round and seasonal) from 2000 to 2020 will be used elsewhere in this plan. According to these projections, there will be 396 dwelling units in town in 2020 compared to 344 in 2000.

10. Issues of Public Concern

Results of the public opinion survey conducted in conjunction with the development of this plan and other community outreach efforts identified the following issues.

- a. The affordability of housing for year-round residents, particularly for young adults and families, is a concern.
- b. Availability of land for developing affordable housing is uncertain.
- c. The declining availability of rental units is a concern. For people who are considering a move to the community, renting makes sense. The rental market is informal and often not advertised, so it is often accessible only through word of mouth and personal referral.
- d. The high cost of entry-level homes and home construction make it difficult for newcomers to enter the housing market, even those with median household incomes.
- e. The carrying capacity of the islands re: quality and quantity of fresh water supply is unclear. Without more data and further analysis, it is difficult to determine responsible building parameters.
- f. Existing building ordinances may not adequately protect the rural character of the community; there is a concern that additional measures may be needed to protect open spaces and natural resources in any future development.

D. TRANSPORTATION

1. Purpose

This section aims to accomplish the following:

- a. Describe the extent and status of the town's transportation systems including: roadways, ferry service, docks, and parking;
- b. Identify the condition, capacity, and use of those systems;
- c. Assess the adequacy of those systems in handling current use demands; and
- d. Assess the adequacy of those systems in accommodating the demands generated by projected changes in population and development.

2. Key Findings and Issues

The town roadway system consists of about six and a half miles of paved and gravel roads on Great Cranberry and Islesford. There is relatively little traffic and speed limits are low. However, heavy loads and equipment have caused road deterioration and damage. Both islands have experienced an increasing number of vehicles, causing congestion issues and safety concerns in the parking areas and on the roadways. Parking facilities (both on-island and off-island) are at or near capacity.

Ferry service is a critical component of the Cranberry Isles' transportation systems. The reduced schedule during the off-season and winter months does not accommodate daily commuting for residents to either jobs or schools on the mainland. This is a major transportation issue that has a significant impact on the town's population and economy. (See the *Population* and *Economy* chapters.) A Transportation Committee was formed in 2008 to make recommendations regarding the expansion of year-round ferry service.

Transportation facilities are discussed in the *Public Facilities and Services* chapter. Information about the town's marine infrastructure (docks, floats, ramps) can be found in the *Public Facilities and Services* and *Marine Resources* chapters.

3. Public Opinion Survey Results

Sixty percent of respondents rated the ferry service as satisfactory, but many were concerned about the limitations of the ferry service schedule in the winter, both to the mainland and between islands. It was suggested the town consider supporting a municipal commuter boat year round. Forty percent of the respondents indicated that the number of motor vehicles on the islands needed "immediate attention." Many respondents added comments complaining about abandoned vehicles and the increasing number of cars on the islands. Several respondents suggested limiting the number of cars per family or disallowing permanent vehicles for summer residents.

There were many comments about vehicles being driven at unsafe speeds and the need for better enforcement of traffic laws. There was concern expressed about the safety of

children, pedestrians and bicyclists. About 57 percent rated town road maintenance as “satisfactory” and off-island town parking had a 65 percent satisfactory rating. Residents were concerned about vehicle parking in public areas on the islands and suggested that the town start ticketing vehicles that remain unmoved for more than 2 weeks. Some suggested collecting a disposal fee for abandoned vehicles removed by the town.

4. Overview of Existing Conditions

4.1. State, Municipal, and Private Road System

There are no state roads on the islands. According to a 2005 report (*TCI Roads – 5 Year Plan*) the town maintains a total of 5.47 miles of paved roads and 1.07 miles of gravel roads on Great Cranberry and Islesford combined. This does not include the private roads on these two islands. The roads vary in condition from very poor to excellent. Heavy loads and equipment on the roads have contributed to the frequency and severity of potholes and surface damage. More information about the condition and maintenance of the road system can be found in the *Public Facilities and Services* chapter.

Sutton, Bear, and Baker Islands have no roads. There are town pedestrian trails on Sutton. Ground transportation on these islands relies on paths and remains largely pedestrian, sometimes aided by hand carts. This is unlikely to change in the future.

The Maine Department of Transportation (MDOT) does not have any recent traffic counts for locations on the Cranberry Isles. On a relative scale, volumes are likely to be low, especially in the off-season. However, over the past 20 years the rate of vehicle use on the islands, particularly in the summer, has increased sharply, resulting in a number of issues and concerns.

4.2. Ferry Services and Water Taxis

There are no roads or bridges between the islands of the Cranberry Isles or from any of the islands to the mainland. Ferry service, therefore, is a critical and integral component of the town’s transportation system. The Beal & Bunker mail boat ferry, with year-round service from Northeast Harbor (NEH), and the Cranberry Cove ferry, with seasonal service from Manset/Southwest Harbor (SWH), are the only public conveyances from the mainland to the islands. These services are privately owned and operated, and they receive no federal, state or local subsidy. Residents and visitors alike depend upon these boats for mail service, delivery of food and other essentials, as well as for passenger transportation to and from the mainland. These ferries do not transport vehicles. Vehicles and other large items are transported to the islands by barge, owned and operated privately. There is also privately operated water taxi service available during the summer months.

Both ferry services operate full schedules during the summer season. Beal & Bunker offers at least six daily runs to/from NEH; Cranberry Cove offers six daily runs and a night boat several days a week to/from Manset/SWH. The runs routinely service Great

Cranberry and Islesford, but stop at Sutton upon request. The off-season schedules for these two ferries reduce the number of daily runs. From October 15 to May 15, Beal & Bunker is the only ferry servicing the islands; during this period, it offers just three runs a day and continues as mail boat. This limited schedule poses significant challenges for those wishing to work off-island or for those needing to go off-island for medical appointments, grocery and retail shopping, social occasions and related reasons. It also precludes the possibility of a high school student commuting from the islands. For instance, the earliest boat departs Islesford at 8:15 AM and the last boat departs NEH for Islesford at 3:30 PM; the trip between Islesford and NEH takes 30 to 45 minutes. There are times of exceptionally inclement weather when the boats do not run for safety reasons. The minimal winter schedule is perceived by residents as a constraint on economic growth and contributes significantly to the isolation of the islands in winter.

In 2008 the selectmen appointed a Transportation Committee to assess the need for expanded year-round ferry service and to explore various options to meet that need. Options might include seeking local or state subsidy support of the current independent service or offering town owned and operated service.

4.3. Vehicles

Both the use and number of vehicles on the two primary islands has increased. While there was once an average of one vehicle per household, many households now have two or three vehicles. The barges used to transport vehicles to the islands have become more weather-resistant, and there are no longer residents offering local taxi service. These two factors have contributed to the increased number of vehicles being transported to the islands for personal use. The rising number of mainland-based contractors working on the islands has resulted in more business-related vehicles as well. Many island residents, such as fishermen and contractors, require ongoing use of trucks or cars for their livelihoods. Others need them primarily in the winter months or during inclement weather. For many summer residents, cars and trucks are a convenient but not necessary form of transportation.

On Islesford and Great Cranberry, the use of golf carts as primary transportation is increasing, particularly during the summer months. Electric vehicles and ATVs are also in limited use. There have been regulatory and enforcement issues relating to the lawful operation of golf carts and ATVs on town roads. All town roads on the two primary islands are posted ATV-access routes. ATVs are prohibited on ecologically sensitive areas, such as wetlands and beaches.

The increased vehicular traffic poses safety issues for all those sharing the road, including pedestrians and bicyclists, and even children at play. Since state law does not require safety inspections of island vehicles, many vehicles on Great Cranberry and Islesford town roads do not meet safe operating standards. This is seen primarily as a safety issue, but there is also concern that any resulting noise and pollution from exhaust or leaking fluids pose environmental and health hazards.

There is a fee to bring a vehicle onto the islands; the fee is returned when the vehicle is sold or removed. The ordinance imposing this fee was intended to discourage people from bringing additional vehicles onto the islands and/or as an incentive to remove out-of-service vehicles from the islands. However, the ordinance has been inconsistently enforced and its intended affect has been muted. The presence of derelict vehicles adversely affects the aesthetics of the inhabited islands and likely contributes to soil and groundwater contamination. Periodically in recent years, Islesford residents have independently organized the removal of derelict vehicles from their island. Ongoing enforcement of existing regulations is considered key to resolving many vehicle related problems.

4.4. Bicycles

Bicycles have long been a popular and reliable method of locomotion on both Islesford and Great Cranberry, the only two islands with paved roads. The small size of the islands, and relatively quiet roads have made biking an efficient way of moving around. Many residents appreciate the opportunity to leave their cars on the mainland and get around by bike. In addition, some tourists come to the islands with bicycles to travel the roads and take advantage of the views and picnic areas on different parts of the islands.

There is no registration required for bicycles on the islands. Anecdotal evidence would suggest that the use of bicycles is increasing on Islesford, but not on Great Cranberry where distances are somewhat greater. There are bike racks at both primary islands' town landings.

4.5. On Island Parking

Both of the primary islands have parking lots at their respective town landings. Great Cranberry has 45 spaces at its landing and Islesford has 25 spaces. The number of cars actually parked in these lots varies seasonally but often exceeds these numbers. On Islesford in recent years, there has been increasing encroachment beyond the lot boundaries and onto abutting land. The Great Cranberry lot is much more defined than that on Islesford, so capacity is better controlled. At any given time, these lots contain several underutilized vehicles belonging to summer and year-round residents as well as mainland-based contractors. In addition, vehicles are often parked at the landings for extended periods of time, resulting in overcrowded lots and/or encroachment on adjacent land. On-island parking congestion is in large part seasonal. Many residents would like additional efforts made to better organize the lots and to enforce parking limitations in these areas.

4.6. Off Island Parking

As an island community with no scheduled car ferry service, Cranberry Isles residents and visitors depend heavily on mainland parking and docking facilities. The town owns 128 spaces at its Manset/Southwest Harbor facility and leases 174 spaces in Northeast Harbor (123 spaces in the main lot; 51 spaces in the Joy Road lot). Residents pay \$265

(2008) per year to lease these spaces from May 15 to October 15; they apply annually by completing and submitting a questionnaire. Assignments are prioritized through a point system, based on a variety of factors such as residency status and amount of time spent on the islands. From October 15 to May 15, mainland parking is available to Cranberry Isles residents in Northeast Harbor; the ferry service to Manset does not operate during this period.

5. Overview of Existing Regulations Governing Transportation

There is a Vehicle Waste Disposal Fee Ordinance imposing a \$250 vehicle importation fee payable to the town for every vehicle brought to the islands; the fee is returned when the vehicle is sold or removed from the islands. All vehicles brought onto the islands must be registered; proof of insurance is required for registration. State law does not require safety inspections of island vehicles. However, owners of vehicles or boats must pay annual excise tax to the town.

Vehicles parked on the mainland in spaces owned or leased by the town must show a current parking sticker, available annually through application and payment of fee. Current stickers, available annually for a fee, are required for boats tied up at the town's Manset/SWH facility floats.

A town ordinance, enacted in October 2007, as well as state law regulate the operation of ATVs (all terrain vehicles) in the Cranberry Isles. Regulations affecting off-road use are discussed in the *Recreation* chapter. ATVs may be on the extreme right of a public way of a municipality if the town has designated the public way as an ATV-access route. Before designating a public way as an ATV-access route, the municipality needs to determine that ATV travel may be conducted safely and will not interfere with vehicular traffic.

6. Adequacy of Transportation Systems

Ferry services from Northeast Harbor and Manset/Southwest Harbor from mid-May to mid-October to Great Cranberry, Islesford and Sutton are meeting current demand in terms of capacity and schedule. However, there is increased interest in exploring and pursuing options for adding runs to and from the mainland during the rest of the year. Additional runs early and late in the day would provide new opportunities for employment and education on the mainland while maintaining residency on the islands.

No new municipal road construction is anticipated. Expansion of the road system to accommodate future development is likely to be primarily accomplished through private roads.

Due to the increased number of vehicles on the primary islands, parking capacity at the town docks is not always adequate. Vehicles are often parked at the docks for extended periods of time, putting pressure on the supply of available spaces for short-term parking. Adequate parking on the mainland has been temporarily addressed with the town's

acquisition of property in Manset/Southwest Harbor (SWH). However, all parking facilities (both on-island and off-island) are at or near capacity during the summer months. With the projected increase in the seasonal population and the accompanying projected increase in the number of vehicles, the town should anticipate the need for facility expansion and/or new policies.

7. Issues of Public Concern

Results of the public opinion survey conducted in conjunction with the development of this plan and other community outreach efforts identified the following issues:

- a. Existing year-round ferry schedule does not accommodate commuting to jobs or schools on mainland.
- b. Cost of ferry travel between the islands and to/from the mainland should be more affordable for year-round residents.
- c. Parking areas at landings of the primary islands are often overcrowded.
- d. Out-of-service vehicles are often abandoned and not removed from islands.
- e. There have been enforcement issues such as compliance with vehicle waste disposal ordinance, speed limits on roads and anchorages, and ATVs operation in environmentally fragile areas such as wetlands and beaches.

E. PUBLIC FACILITIES and SERVICES

1. Purpose

A thorough understanding of a town's public facilities and services is necessary to determine any current constraints to growth and identify any growth-related problems that the town is likely to face in the future. A plan should also identify likely future capital improvements. Specifically, this section aims to accomplish the following:

- a. Identify and describe public facilities and services in the Cranberry Isles; and
- b. Assess the adequacy of these services to handle current and projected demands.

2. Key Findings and Issues

Unlike many other small towns that can centralize operations, Cranberry Isles is a town of five islands, and often there is a need for duplicate facilities and services on individual islands, adding considerably to the per capita cost. Cranberry Isles has made many recent improvements in public facilities and services, but some challenges remain. Town staff has increased, while the administrative offices operate in a leased building that has limited potential for expansion. The net amount of solid waste being barged from the town's two transfer stations is an ongoing concern, while efforts continue to improve sorting and increase recycling capacity. Fire protection and emergency response on the islands face special challenges. This has become a larger issue in recent years due to reduced availability and the rising cost of fire insurance. The supervision and maintenance of the town's marine infrastructure, public roadways and parking facilities has become more demanding and expensive.

A major challenge facing the Cranberry Isles school system is sustaining the K-8 schools. The Islesford School had 13 students during the 2007-2008 school year. The Longfellow School on Great Cranberry has not had students since 2000. Student enrollment has ranged from 9 to 16 over the past ten years. Attracting and retaining young families as year-round residents, as well as expanding year-round ferry service, are key in achieving sustainable enrollment figures. (See *Population* and *Transportation* chapters.) The cost of education is discussed in the *Fiscal Capacity* chapter.

3. Public Opinion Survey Results

The highest "satisfactory" ratings were for public schools (65 percent), road maintenance (57 percent) and building code enforcement (56 percent). Police protection received a 51 percent rating and emergency medical response was rated satisfactory by 46 percent of respondents. Other ratings included law/ordinance enforcement (45 percent), fire protection (42 percent) and solid waste disposal (35 percent). (Note: There have been improvements in fire protection and emergency medical response as well as in solid waste disposal since the survey was conducted in 2005.) There were numerous written comments about inadequate law enforcement, fire protection and mosquito control.

4. Overview of Existing Conditions

4.1. Administration

The town administrative office operates out of a leased building centrally located on Islesford. It moved there in 2005, representing a significant change, as for decades previously the home of the town clerk had served this function. The town office facility is considered currently adequate, but has very limited potential for expansion should the need arise. The town has been unable to secure a long-term lease or to acquire the building. Exploratory discussions have taken place and preliminary plans have been developed in the event the current facility is no longer suitable or the owner does not extend the lease in the future.

The town of Cranberry Isles operates under a town meeting form of government with a board of selectmen (BOS) consisting of three elected officials. The BOS are assisted in their duties and responsibilities by municipal staff and volunteers. Municipal staff includes a facilities supervisor, town clerk and deputy town clerk. The facilities supervisor is primarily responsible for public works, overseeing the maintenance and operation of most town facilities and services and coordinating capital improvement projects. The facilities supervisor and deputy town clerk were new part-time positions created by the voters at the 2004 annual town meeting. In 2007 the facilities supervisor position became full-time.

In 2004 a volunteer Municipal Facilities Commission (MFC) was formed to assist the selectmen with issues related to the management of the town's facilities and services. In 2002 the town had acquired property in Manset/Southwest Harbor for mainland parking and commuter ferry service. Soon thereafter, the town purchased an abutting property for protection. These combined acquisitions resulted in not only greatly expanded infrastructure, but also new duties and responsibilities such as leasing properties and managing complex and relatively substantial debt service. The MFC was instrumental in transitioning the town's administration of its facilities and services from one largely assumed by the BOS without assistance to one supervised by a full-time town employee reporting to the BOS. In 2007 the role of the MFC as well as its name were changed. The group is now the Municipal Advisory Commission (MAC) and serves as a resource to town officials and staff for expertise, research and guidance on a broad range of topics.

There are other town positions and committees, mostly volunteer, which contribute to public facilities and services. These include the Harbor Committee and Harbor Masters, the School Committee, and the Acadia Disposal District Representative.

Currently the town provides facilities and services in the following areas:

4.2. Solid Waste Disposal and Recycling

In 2004 the town entered into a nine-year contract for solid waste removal with a local private contractor. This contract called for the establishment of two transfer stations, one on each primary island. Each station needed to be approved by the Maine Department of Environmental Protection (DEP). Solid waste was required to be compacted on-site and then removed by the contractor to the mainland. The transfer stations are now fully operational and are equipped with compactors for solid waste and bins for recycled material. The transfer station on Great Cranberry started full operations with a compactor in 2006; the Islesford facility followed suit in 2008. Food waste is recycled through composting; residents have acquired or have built compost bins. The Cranberry Isles is a member of the Acadia Disposal District.

Residents of Sutton, Bear, and Baker Islands discard all wastes by composting or by removal to the mainland by private boat or ferry service. Historically, the town has contracted with a private service provider to remove waste from Sutton Island during the summer months when the island is inhabited.

4.2.1. Great Cranberry Existing Facilities

The drop-off area for materials on Great Cranberry is located in the gravel pit on town land. A building has been constructed at this site to house the compacting equipment. A larger fenced-in area surrounds the building, and provides space for storing waste and recycled materials until they are shipped away by barge. Ownership and maintenance responsibilities of the facility and all equipment will revert to the town at the end of the contract period identified above.

4.2.2. Islesford Existing Facilities

There is a transfer and recycling center on Islesford located on town land. The site is fenced and houses several storage containers. Ownership and maintenance responsibilities of the facility and all equipment will revert to the town at the end of the contract period identified above.

4.2.3. Future Waste Management

Waste management is an ongoing issue for the town. New challenges and solutions arise regularly; both a temporary solution and a long-term plan appropriate for the islands need to be developed. Committee work done in consultation with the BOS reached some preliminary conclusions, including the following:

- Waste management must deal efficiently with a resident population that spikes and peaks in the summer to about nine times its winter level.
- Food waste must be kept out of the MSW (Municipal Solid Waste) stream.
- Construction waste must be kept out of the stream.
- A more sophisticated recycling program would benefit the effort.

- Open dumpsters and an unsupervised transfer station are not acceptable.
- Roadside pickup is needed for many residents and helpful to all.
- Household hazardous waste and universal waste (such as mercury containing items and computers) need to be separated from other forms of waste.

4.3. Fire Protection and Ambulance

Fire protection is provided by a volunteer association on Great Cranberry and by a separate volunteer department on Islesford. There are two EMTs (Emergency Medical Technicians) and two First Responders on Islesford; there is one EMT and one First Responder on Great Cranberry. These numbers are accurate as of May 2008 but change regularly. Funding for the volunteer organizations is provided by the town, but private contributions are still important for major capital improvements or acquisitions. There is no paid staff and neither association foresees hiring a paid firefighter or individuals to respond to medical emergencies.

Both fire organizations are rated class 10 by the Insurance Services Office (ISO); class 10 is ISO's lowest rating. With a class 9 or a class 8-B rating, homeowners insurance would be more widely available and at significantly lower premiums. Both organizations have plans to lower their ratings through improved equipment and training. The Islesford volunteer fire department believes that it has done what is necessary for a class 9 rating and that a new tanker will allow progress to a class 8-B. The ability to move at least 4,500 gallons is a requirement of a class 8-B rating (a tanker plus two attack pumpers for example).

Island volunteers are summoned to fires and emergencies through the Hancock County 911 system. On Islesford, 911 dispatchers page EMTs and other volunteers carrying pagers or handheld radios. On Great Cranberry, 911 dispatchers notify volunteers by telephone. Fire horns are also employed but do not have sufficient range for community-wide alert.

Fire service has always been limited on Sutton, Baker and Bear Islands where there are no year-round residents. The Homeowners Association on Sutton Island provides some fire protection, and programs are in place to provide extinguishers where requested. The National Park Service is responsible for fires on a majority of Baker and Bear Islands. Rescue services in emergency situations on these three islands have traditionally been provided by the Coast Guard, private boats or the local ferry service. Very little change is anticipated with respect to public facilities and services on Baker, Bear, and Sutton Islands.

4.3.1. Great Cranberry Existing Facilities

The firehouse is a 2,578 square-foot facility on the main road approximately one mile from the dock. It was built in 1949 and has a 1,298 square-foot meeting room and a 1,280 square-foot vehicle storage area capable of parking three vehicles. The volunteer association owns three attack pumpers (1964 GMC, 1972 Chevrolet; 1981 International)

and a 1976 Ford box van ambulance. The ambulance and two pumpers are kept in the firehouse. One pumper is kept outside; it must be drained in winter to prevent freezing. The building and all equipment are leased to and maintained by the town.

The association also operates the ambulance service. The service averages one call every other month. The average response time to a call is five minutes. For the most remote part of the island, the response time may be ten minutes. However, many of the seasonal homes are accessible only by narrow and winding dirt roads. Access to some homes is difficult during the winter and spring.

Due to the distance from the mainland, mutual aid arrangements are very difficult to implement. However, Great Cranberry can get personnel backup from the other islands that comprise the town. The association participates in the Hancock County Firefighters Association, a group that meets monthly and is an excellent source of valuable information and technical assistance.

There is a fire pond on Cranberry Road centrally located on the island (just past Dog Point Road) and a dry hydrant at the farthest point from the dock. The association would like to develop another fire pond on Dog Point Road. The association can pump water directly from the ocean in areas where access is good.

4.3.2. Islesford Existing Facilities

The Islesford volunteer fire department has two attack pumpers: 1978 Pierce with a 1000-gallon-per-minute (gpm) pump and a 1000-gallon tank; 1972 Howe with a 1250-gpm pump and a 1000-gallon tank. It also has a 3000-gallon portable tank. One truck is kept in the firehouse next to the school and one in the town garage. There is room for one more truck in the town garage. State of the art turnout gear was purchased in 2005. In 2006 Islesford acquired a fully equipped box van ambulance.

The department is a member of the Hancock County Firefighters Association. It is also working with the Coast Guard to put a program together that would quickly transport qualified personnel with more practical experience and equipped with SCBA's (Self-Contained Breathing Apparatus) and thermal cameras.

The department also joined Hancock County Radio Communications, which serves as a dispatch for 911 Service. It is now equipped with radios and pagers and is in direct contact with the dispatchers in the event of a 911 call. In the event of a medical emergency, LifeFlight helicopter service and Northeast Harbor Ambulance Service (Town of Mount Desert) will be automatically notified and be on call. The radios allow them to speak directly to LifeFlight personnel, Southwest Harbor Fire Department, Mount Desert Fire Department, the Coast Guard, the ambulance service, and emergency room physicians.

The firehouse has been equipped with a radio base set and telephone for fire scene coordinators to use in an emergency. In preparation for use of the LifeFlight helicopter

services, the association has taken a ground safety user course and purchased strobe lights to set up a landing site at night, on the town field, if necessary.

Training is offered annually and may include: 1) Instruction on the use of SCBAs; 2) First Responder courses to be given on-island; 3) CPR (Cardiopulmonary Resuscitation) and AED (Automated External Defibrillator) classes; and 4) public fire safety classes for residents on the use of fire extinguishers. A 2,500-gallon tanker truck is the next major expenditure for the department, scheduled to occur in 2008.

4.4. Police Protection

The town does not have a police department. Police services are provided as needed by the Hancock County Sheriff's Department. However, the sheriff's department does not have a boat and response time often exceeds one hour. The Coast Guard is available for emergency situations. Additionally, there are two local constables, one on Great Cranberry and one on Islesford, to address immediate issues and assist the sheriff and Coast Guard as needed. Adding local police protection has been proposed in recent years but has been defeated by the voters.

4.5. Education

Cranberry Isles is part of School Union 98.² Other participating towns include the Mount Desert Island communities (Bar Harbor, Somesville, Mount Desert, Southwest Harbor, Tremont), Frenchboro and Swan's Island. Cranberry Isles provides K-8 education on Islesford. The Longfellow School on Great Cranberry has had no students enrolled since 2000. However, the town annually votes to keep the school open and un-staffed, not only because of the difficulty of re-opening a closed school, but also in hopes that the possibility of an active school will draw young families to the island. There is no high school on the islands. The town pays tuition for its high school students both to Mount Desert Island High School in Bar Harbor and other public or private schools in and out of state. The tuition amount per pupil is set by the state each year. The town also pays a \$25 per diem boarding supplement for students living away from their island home.

² As of July 1, 2009, Union 98 will no longer exist and the Cranberry Isles will be part of AOS 91 to comply with the Governor's school consolidation plan. AOS 91 participating communities will be the same as Union 98, plus Trenton.

Table E.1 School Enrollment Trends * Cranberry Isles K-8 students		
Year	K-8	3yr Avg.
1990	29	31
1991	31	
1992	31	
1993	31	28
1994	26	
1995	27	
1996	22	19.3
1997	21	
1998	15	
1999	15	13
2000	12	
2001	12	
2002	14	11.3
2003	11	
2004	9	
2005	16	15
2006	16	
2007	13	
Source: School Union 98		
*As of Oct. 1 of the school year		

In the fall of 2007, the Islesford School had 13 students. Historical enrollment data are shown in Table E.1. The 3-year average figures show a steady decline from 1990 to 2004. Even with the increase in K-8 enrollment since 2004, the number of students has ranged from 9 to 16 in the past 10 years.

The Islesford School has two classrooms of about 600 square-feet each plus a kitchen and testing area. The school system also owns a teacher's apartment above the school. The currently out-of-service Longfellow School includes a nearly 1,500 square-foot gymnasium and a reading room.

There are two full-time teachers and a full-time educational technician at the Islesford School. Part-time personnel include a music teacher, special education teacher, art teacher, foreign language teacher and principal, most of whom serve one day a week. There is also a part-time guidance counselor.

During the 2007-2008 school year, the Cranberry Isles also had seven high school students. Five of these attended Mount Desert High School, one attended public school outside Union 98, and one attended private school. Since high school students are unable to commute to the mainland for classes, their families often choose to move off-island.

Alternatives include separating the family, enrolling in private school, or having their high school student live with a host family during the school week.

The total local share of the education budget for 2007-2008 was \$388,413. This includes an appropriation of \$315,880 and a carryover of \$72,533. There was also a state subsidy of \$6,000, which accounts for 1.5 percent of the total (local and state combined) budget of \$394,413. The local share of K-12 education costs amounted to \$19,421 per pupil (based on \$388,413 divided by 20 students). Education costs are also discussed in the *Fiscal Capacity* chapter.

4.6. Public Works

The town's facilities supervisor works with the selectmen and Municipal Advisory Commission (MAC) members to manage public works operations. Public works projects are ongoing and include capital improvements as well as regular maintenance. These are most commonly administered on a contractual basis, although the facilities supervisor performs minor repairs. Capacity building in the area of public works is ongoing and

further improvements are anticipated. One major element yet to be achieved is the development of a capital improvement plan.

The town maintains and repairs its paved and gravel roads. This work is accomplished almost exclusively through contractors, as the town does not own any of the necessary equipment. With only about 6.5 miles of municipal road, the town does not anticipate the need or have any plans to invest in such equipment. As mentioned earlier in the *Transportation* chapter, town roads vary in condition from very poor to excellent. Pothole filling, ditch work, and sectional paving occur regularly. A report (*TCI Roads – 5 Year Plan*) was prepared in 2005 by an engineering firm that includes a recommended schedule for road maintenance. Roadwork is far more expensive on the islands than on the mainland. It requires special heavy equipment and materials that must be barged over, and the relatively diminutive scale of the projects brings very high per mile costs. Asphalt paving is very expensive, and alternative methods and materials have been investigated in recent years.

Snow plowing and sanding the roads is also a municipal responsibility. The town owns a 1990 GMC truck used exclusively for snow plowing on Islesford. Old equipment contributes significantly to the cost of snow removal and the purchase of new equipment is planned for 2008. Facilities for plowing and sanding equipment will be adequate with the additional garage facility and salt/sand shed planned for construction on Islesford in 2008. Snow plowing and sanding on Great Cranberry is done on a contractual basis.

The town owns and maintains a pier with associated floats and gangways as well as moorings for floats and boats at Great Cranberry, Islesford, Sutton, and Manset harbors. It also owns and maintains boat ramps at Great Cranberry, Islesford and Manset. The maintenance and annual care of these marine facilities are almost exclusively performed through multi-year contracts. The town has little capacity to handle the heavy floats and docks. Capital improvement projects involving dock and ramp construction or major repair require the services of engineers. These projects are contracted out to specialists with the heavy equipment needed for such work, such as barges and cranes. (The condition and adequacy of the town's marine infrastructure are discussed in the *Marine Resources* chapter.)

Uncommon to many municipalities, the Cranberry Isles owns and operates a parking and intermodal transportation facility in another town. The facility is located on the mainland at Manset in Southwest Harbor. At this site, the town manages a 128-space parking lot, commercial rental property, storage units and apartment space.

4.7. Septage Disposal

Septage (the residue) pumped from septic tanks is hauled to the mainland in a tank truck and disposed of at a state-approved site. The town has a contract with the hauler stipulated that disposal occurs at a licensed facility. No problems are foreseen with the current arrangements.

4.8. Public Health

The town has a public health officer. No public health problems have been identified or are foreseen.

5. Overview of Existing Regulations Governing Public Facilities and Services

5.1. Local

Current regulations governing public facilities and services at the local level include parking requirements on-island and at mainland sites (discussed in the *Transportation* chapter), guidelines for trash disposal and recycling at town facilities, and a Harbor Management Ordinance adopted in March 2007. Guidelines are also in place for the use of the town gravel pit on Great Cranberry.

5.2. State

The state of Maine prohibits the open burning of trash. Licensing requirements for town waste disposal facilities are ongoing and supervised by the Maine DEP.

6. Summary of Current Trends

Public facilities have both improved and expanded in recent years. The most notable changes are attributable to the town's acquisition of a property in Manset/Southwest Harbor, offering another marine access point on the mainland and additional off-island parking capacity. The supervision and maintenance of the town's extensive marine infrastructure and public roadways have become more demanding.

The addition of municipal employees has helped manage the swelling workload and ease the administrative burden of selectmen and volunteers. The formation of the Municipal Advisory Commission (MAC) has given the selectmen another resource. Improved computing capacity and the installation of high-speed Internet service in the town office have raised productivity and enhanced municipal services. The town is relying more on modern equipment and working toward digital access to records and information.

Managing waste disposal on the islands has become much more difficult and expensive since the state ban on burning. However, great progress has been made with the installation of transfer stations on both primary islands. More attention is being paid to the sorting and proper handling of trash; hazardous waste needs special care and consideration. After peaking in 2005, town expenses relating to solid waste began to decline. Further streamlining has been achieved now that both islands are under one contract. The net amount of waste being removed from the islands continues to decrease. The use of trash compactors will reduce costs significantly over the long-term. Improved recycling capacity, including equipment for glass, metal, and cardboard compaction, will also lower costs. Residents and town officials alike are supportive of efforts to curb the amount of solid waste and expand recycling.

Fire insurance can be more difficult to secure and more expensive for residents of the islands. Insurance companies are demanding better training and equipment for volunteer fire departments. Progress toward obtaining a lower insurance rating has been slower on Great Cranberry than on Islesford. An emergency management plan has been developed by the town and will direct future changes to the fire and ambulance services. An older population demographic has been increasing the needs for reliable ambulance services. In recent years there have been increased requests for police protection, particularly during the summer months. The expense of paying for this service, however, has caused voters to reject proposals at town meeting.

Education costs, both as a percentage of the town budget and on a per student basis, are very high and continue to rise. However, voters continue to support these costs, understanding the special circumstances that drive them and how important it is to keep the K-8 schools on the islands. Although enrollment trends and population projections indicate a decline, the community anticipates enrollment levels to stabilize. Young families with high school students continue to move off-island.

7. Adequacy of Public Facilities and Services

One issue facing the town is securing a long-term arrangement for the town office building, which is presently rented. The town's administrative offices are currently adequate, but the building offers limited potential for expansion and is not handicapped accessible. Facilities for solid waste removal are adequate, but additional capacity for recycling would enhance efforts to reduce the volume of solid waste and associated costs.

To maintain adequate service, the volunteer fire departments will need to continue ongoing training for fire fighting and emergency response. Fire fighting and ambulance vehicles and equipment must also be regularly updated. Fire and rescue vehicles require heated garage facilities. Great Cranberry would benefit from improvements qualifying it for a lower insurance rating. The current arrangement for police protection on the islands has been adequate, with few exceptions.

The town's K-8 school facilities could accommodate more students than they are currently servicing. There are no major deficiencies, although indoor physical education activities currently take place in a community building. The public works facilities and equipment are adequate considering most of the projects are achieved through contractors. However, the challenge of managing and maintaining adequate facilities and services on several individual islands and the mainland will continue to add considerably to the time and expense the town must be prepared to invest.

8. Issues of Public Concern

Results of the public opinion survey conducted in conjunction with the development of this plan and other community outreach efforts identified the following issues:

- a. Additional fire protection/rescue equipment and training are needed to ensure access to affordable fire insurance and to provide adequate emergency services.
- b. The maintenance of the road system is much more expensive on the islands than on the mainland.
- c. Heavy equipment traveling on the roads has caused damage.
- d. The amount of solid waste needs to level off or decrease through additional recycling or less packaging brought to the islands through bulk purchases.
- e. Keeping the island schools (K-8) not only open but also strong is critical to year-round community.
- f. Additional police presence may be needed to provide adequate public safety protection; the extent of the local constables' authority is unclear.

F. RECREATION

1. Purpose

A comprehensive plan should contain an inventory of current recreational facilities and needs in a community and determine what may be needed in the future. This section aims to accomplish the following:

- a. Describe current recreational resources in Cranberry Isles;
- b. Assess the current and future adequacy of these resources; and
- c. Predict whether the availability of open space areas for public recreation and access will be threatened by future growth and development.

2. Key Findings and Issues

The schools, town fields, and community organizations offer an assortment of outdoor and indoor recreation facilities. There are a variety of social events and programs for all ages year-round. About 19 percent of the total land area of 2,045 acres of the five major islands is in some form of protected open space. Perhaps the major recreation issue facing the town is maintaining public access to the shore. Protecting open areas is also an ongoing concern.

3. Public Opinion Survey Results

Seventy-one percent of the respondents rated public access to the shore as satisfactory. About 65 percent supported measures to protect open land and 62 percent supported the preservation of scenic views. The survey asked no specific questions on recreational programs and facilities.

4. Overview of Existing Recreational Resources

Residents and visitors of the Cranberry Isles participate in a variety of recreational activities, enjoying the open spaces and scenic beauty of the islands. Much of this activity, such as hiking, biking, boating, swimming, and fishing, takes place predominantly in the summer months. For a town as small as Cranberry Isles, the recreational opportunities are quite extensive.

4.1. Facilities

Cranberry Isles' outdoor recreational facilities are summarized in Table F.1. Maintenance of individual sites is the responsibility of the owner. Both the Great Cranberry and Islesford School playgrounds contain basketball courts, swing sets and children's playground equipment. The Islesford facility is used mostly by students and children during the school year, but it is enjoyed by the community at large during the summer. The Great Cranberry facility is used predominantly during the summer.

Hadlock Park is a small parcel on Islesford with a fence and benches overlooking the water. The ball field on Great Cranberry and Hadlock Field on Islesford are used for community activities such as softball, soccer, picnics, weddings and other events.

Table F.1 Inventory of Recreational Facilities, Cranberry Isles 2005		
Type of Facility	Owner	Acreage of Site
Hadlock Field, Islesford (Map 22, lot 6)	Town	3.25
Hadlock Park, Islesford (Map 19, lot 5)	Town	0.26
Ball field, Great Cranberry (Map 13, lot 6)	CI Ladies Aid	3.14
School Playground, Great Cranberry (Map 13, lot 11)	Town/ School Committee	1.7 (approx)
School Playground, Islesford (Map 23, lot 31)	Town/ School Committee	0.5
SOURCE: Comprehensive Plan Steering Committee, 2005		

In addition to the public facilities listed in Table F.1, island residents and their guests have access to trails, beaches and tidal zones for hiking, swimming, picnicking, and enjoying the beauty of the area.

4.2. Recreational Programs and Activities

The Cranberry Isles Ladies Aid Society, The Great Cranberry Island Historical Society, and the Islesford Neighborhood House Association are community organizations that serve Great Cranberry and Islesford. They maintain buildings used for public events and meetings. Each building has a full-service kitchen, dining facilities, and space for community meetings and activities. The Cranberry House, owned and operated by the Great Cranberry Island Historical Society, has a take-out restaurant. The board of each organization consists of both year-round and seasonal residents. There are social activities such as movie nights, harvest suppers, plays and fairs.

On Great Cranberry, the second floor of the school (not operating) is used as a community fitness center. Exercise equipment is available, along with training as required. Free weights, aerobic machines, and space for yoga and other activities are among the amenities offered. The facility is run by the Cranberry Island Futures Group and is open to summer and year-round residents.

There are also private recreational clubs on each island. The Little Cranberry Yacht Club (Islesford) has summer youth sailing and rowing programs and also sponsors sailboat races and social events during the summer. The Cranberry Island Tennis Club (Great Cranberry) has a hard court and offers youth tennis lessons and hosts an annual tournament each August. Working with the school on Islesford, private residents have

sponsored a youth track team that competes in the fall and spring with schools from Mount Desert Island (MDI).

4.3. Public Access to Salt Water

There are several access points to the ocean other than the docks mentioned in the *Marine Resources* chapter that are used primarily for recreational purposes (Table F.2). Many of these are located at the terminus of town roads and are the same width as the town roads.

Table F.2 Public Access to Salt Water, Town of Cranberry Isles				
Name of Access Point	Type of Facility	Location	Acreage of Site	Shore frontage
End of North Woods Road	R.O.W.	Islesford		
Islesford Museum & Blue Duck	Historical building /museum	Islesford		210 feet
Bunkers Head Cove	R.O.W.	Islesford		56 feet
End of Eagle Point Road	Public Road	Islesford	22 feet (width of road)	
End of Mosswood Road	Public Road	Islesford	22 feet (width of road)	
End of Bar Road	Public Road	Islesford	22 feet (width of road)	
End of Main Road	Public Road	Islesford	22 feet (width of road)	
End of The Lane	Public Road	Great Cranberry	width of road turnaround	
Thrumbcap	R.O.W.	Great Cranberry		
End of Mink Brook Road	R.O.W.	Great Cranberry		
Cranberry House Trail	R.O.W.	Great Cranberry		
SOURCE: Comprehensive Plan Steering Committee, 2008				

4.4. Open Space

There are several parcels in the Cranberry Isles designated as open space. Some are owned by the town or federal government and have deeds restricting use; others are privately owned and enrolled in the state's open space program or are bound by special easements. These parcels amount to about 395 acres and constitute approximately 19 percent of the estimated 2,045 acres combined total land area of the five major islands. The largest parcel is on Baker Island and owned by Acadia National Park. These parcels are summarized in Table F.3. Listing in this table does **not** necessarily mean a property is open for general public access. Some sites have restrictions that limit public use. (For more on acreage with conservation easements see the *Land Use* chapter.)

Table F.3 Open Space Holdings, Cranberry Isles 2008				
Name of Facility	Type of Facility	Location	Acreage of Site	Shore Frontage
Hadlock Field	Town field (picnic site, ball field) as well as access to town dock	Islesford	3.25 acres	135 feet
Hadlock Park	Park	Islesford	.26 acres	140 ft (tax map) 184 ft (deed which would include lot 4)
Dudman Property	Open space adjoining Hadlock Field (conserving scenic resources; enhancing public recreation)	Islesford	1.26 acres	120 feet
Merrill Property	Open Space (conserving Islesford scenic resources; enhancing public recreation; preserving wildlife/habitat)	Islesford	104.8 acres	Unlisted
Town Dock and Boat Ramp	Waterfront access	Great Cranberry	.5 acres	approx 95 feet
Jackson Property	Open Space	Great Cranberry	64 acres	Unlisted
Murray Property	Open Space (conserving scenic resources)	Great Cranberry	6.03 acres	4900 feet
Roberts Property	Open Space	Great Cranberry	25 acres	1200 feet
Seimer Property	Open Space (conserving scenic resources)	Great Cranberry	6.36 acres	645 feet
Donald Property	Open Space (conserving scenic resources)	Great Cranberry	9.8 acres	1035 feet
Acadia National Park	Park land	Baker Island	161.3 acres	Unlisted
Acadia National Park	Park land	Bear Island	2.0	Unlisted
Total:			394.56	
SOURCE: Comprehensive Plan Steering Committee. Please note that this list is subject to change and some properties may have been overlooked. Listing on this table does not necessarily mean that it is available for public access.				

5. Overview of Existing Regulations

5.1. State Regulations

5.1.1. Public Access to Waterfront and Beaches

State of Maine law states all coastline is open to the public for “fishing, fowling, or navigational purposes.” The State courts have upheld the rights of property owners with shore frontage who do not want the public walking across their beach for any other purpose than these specific activities.

5.1.2. ATV Use

A town ordinance is in effect and the 2007 Maine ATV Law (Title 12, Chapter 933) applies on the Cranberry Isles. The state law includes many regulations relating to operating ATVs, including registration, age and safety requirements, as well as locations where ATVs are allowed to operate. According to Maine ATV Law (§13157-A, 1-A): “A person may not operate an ATV on the land of another without permission of landowner or lessee. According to §13157-A, 27A: A person may not operate an ATV:

- 1) On a salt marsh, inter-tidal zone, marine sand beach, sand dune or any cemetery, burial place or burying ground; or
- 2) When the ground is not frozen and sufficiently covered with snow to prevent direct damage to the vegetation: ... on a freshwater marsh or bog, river, stream, great pond, non-forested wetland or vernal pool.

The above provisions do not apply to a trail designated for ATV use by the Department of Conservation. Nor do they apply to a person accessing land for maintenance or inspection purposes with the landowner’s permission.

6. Summary of Current Trends

Generations of residents and visitors of the Cranberry Isles have enjoyed a variety of recreational activities. They have also benefited from the resources of Acadia National Park within the town and on MDI. The town has modestly invested in recreational development over the years, but the need for more town-sponsored recreational opportunities is not a major concern. Attention is on maintenance of and improvements to existing facilities. There are some organized activities, such as Little League, often found in larger communities that are not offered in the Cranberry Isles. But the town works with private citizens and makes a concerted effort to accommodate youth access to these activities on the mainland.

The increased number of ATVs on Great Cranberry and Islesford in recent years has raised a variety of issues pertaining to their use. The operation of ATVs on public ways is discussed in the *Transportation* chapter. The recreational use of ATVs as off-road vehicles has routinely occurred in prohibited areas, such as salt marshes and beaches, and

on private property without permission. This unlawful use threatens the ecological health of the town's recreational resources.

6.1. Island-Specific Trends

6.1.1. Great Cranberry

On Great Cranberry, the number of conflicts between residents wanting access to beaches and private property owners has increased. Traditionally, islanders have enjoyed access to the beaches for walking and hiking. But now some landowners are prohibiting people from walking across their beaches. The increasing numbers day-trippers coming to the islands and walking around the shoreline has likely contributed to this trend, as landowners seek to retain a level of privacy and mitigate liability issues.

The Cranberry House Trail, set to open in the summer of 2008, will dramatically increase access to the trail system that now serves the Jackson Property on Great Cranberry (see Table F.3 above).

6.1.2. Islesford

Through its deed to the town, Hadlock Field on Islesford is designated for recreational use. However, in recent years this land has been used for storing fishing gear and has been infringed upon by vehicles for additional parking. In addition, occasionally motorists have driven over the field to access Sand Beach Road from the town landing parking area. These practices undermine the intent and value of the property for recreational use. There are plans to grade and re-seed Hadlock Field in the fall of 2008, to address concerns that its current condition is inadequate for its use as a community sports field and that its rough surface poses safety issues for players.

6.1.3. Baker Island

Baker Island contains a significant amount of Acadia National Park land and therefore attracts hikers and picnickers coming by private or hired boat. There are no town moorings, only a few private moorings and a beach landing area.

7. Current and Future Adequacy of Recreational Resources

There are no major deficiencies in the town's recreational resources. There is no specific need anticipated for more recreational facilities than what the town and various community organizations currently provide. There are adequate public access points to the ocean, although some are better known and more heavily used than others. Open space for public use is adequate currently, but may not be in the future without additional protection efforts.

8. Threats to Open Space

While some areas of privately owned land are protected as open space and available for public access, there are other privately owned but unprotected parcels that residents and non-residents currently access for recreational use. If these parcels are developed, public access may be restricted. This would reduce the amount of land currently enjoyed for recreational purposes. As mentioned above, state law limits public access to private inter-tidal property. The need for further clarification and improved communication about public access points may become more acute as land ownership changes and the more informal access points are restricted from general public use.

In addition, as property taxes increase, property owners will be under more pressure to sell or subdivide their land. This will not only reduce the amount of open space, but will also mean more people will be using the existing recreational resources.

9. Issues of Public Concern

Results of the public opinion survey conducted in conjunction with the development of this plan and other community outreach efforts identified the following issues:

- a. Although the survey results indicate general satisfaction with the level of public access to the shore, there is increased tension around this access and private property owner rights.
- b. The open spaces and the scenic beauty of the area are highly valued, but there is no local land use ordinance in place to protect them, and there is widespread concern about possible development on open land.
- c. The use of ATVs on beaches and wetland will cause environmental and aesthetic damage. Relevant existing regulations should be enforced.
- d. The intended recreational use of Hadlock Field should be honored, and some current practices curbed; some work should be done to address the field area's uneven surface, which poses some safety issues.

G. MARINE RESOURCES

1. Purpose

An understanding of marine resources is an essential element of a comprehensive plan for any coastal community in Maine. It is particularly important in the case of Cranberry Isles since so many of its residents depend on marine resources for a living. This section aims to accomplish the following:

- a. Describe Cranberry Isles marine resource areas, harbors, and water-dependent uses in terms of access, uses and importance to the economy of the town and the region;
- b. Assess the adequacy of existing harbor facilities and public access points to handle current use demands;
- c. Predict whether harbor improvements will be needed to adequately accommodate the use demands of the projected population;
- d. Predict whether the viability or productivity of marine resource areas, commercial fishing and other important water-dependent uses will be threatened by the impacts of growth and development; and
- e. Assess the effectiveness of existing measures to protect and preserve marine resource areas and important water-dependent uses.

2. Key Findings and Issues

The Town's marine resources are central to the prosperity, values, and quality of life in this island community. The harbors and harbor facilities serve as critical public gateways between the islands within the town and between the islands and the mainland. The two most predominant industries in town, lobster fishing and boat building, are marine dependent.

With summer visitation on the rise, the town is likely to face increased demands on its marine facilities and resources. It is important to ensure that not only the high quality of the surrounding marine waters remains protected from contamination, but also that harbor facilities are maintained at a high level and that the water dependent use zoning standards are adequate and enforced.

3. Public Opinion Survey Results

About 71 percent of respondents rated public access to the shore as satisfactory and municipal docking facilities received a 70 percent rating. Sixty-two percent gave harbor management a favorable rating. About 82 percent favored the town adopting ordinances that promoted the protection and restoration of shellfish areas and 75 percent supported measures to protect against converting shorefront commercial properties to residential uses. There were written comments about the need for better enforcement of docking rules and more finger floats.

4. Overview of Existing Marine Resources

The town's harbor facilities are currently adequate in terms of capacity, despite some congestion during summer months, but their periodic maintenance and repair is a significant budget item. With projected increases in seasonal residency and visitation, it is likely that expanded capacity will be needed at some future date. There is some interest in exploring the possibility of keeping the Manset/Southwest Harbor facility open year-round. During the off-season, due to weather conditions, all town floats are removed from the water and boats land alongside the piers. The harbor management ordinance has addressed some of the issues around mooring placement and float management, but enforcement continues to be an issue.

The harbors and harbor facilities are critical marine resources in this community of five islands. Transport between the islands and to/from the mainland is only possibly by boat, since there are no bridges. As a result, the Town's waterfront infrastructure is heavily used, particularly in the summer when the population increases by nine-fold, not including the substantial flow of day visitors. During the summer months, the primary harbors of Islesford and Great Cranberry contain a total of approximately 240 moorings; approximately 80 additional moorings are in other locations (Sutton, Bear, Baker, the Pool at Great Cranberry, and north shore of Islesford).

On Great Cranberry, Islesford, Sutton, and in Manset, the town owns and maintains a single pier with associated floats and gangways. Additionally the town owns and maintains single boat ramps as well as moorings for floats and/or boats at Great Cranberry, Islesford, and Manset. Most of this marine infrastructure is in good condition. The Great Cranberry and Islesford docks were renovated in 2002 and 2003, respectively. However major repair to the municipal pier on Great Cranberry is scheduled for 2008, and the town-owned boat ramps in Islesford and Great Cranberry will need to be replaced by 2010. There are no plans to repair or replace the ramp in Manset, as it is rarely used and redundant in that harbor location. (Marine infrastructure is also discussed in *Public Facilities and Services* chapter.)

The scheduled ferry services carry passengers and small freight items only. Therefore any larger items, including vehicles and construction materials and supplies, must be transported to the islands by barges that use the municipal ramps.

5. Marine Water Quality

The quality of the Cranberry Isles' marine waters is very high. The waters around Baker Island are classified as S-A (see Map 3), the highest classification under Maine DEP standards for estuarine and marine waters. This classification is applied to waters that are outstanding natural resources and should be preserved because of their ecological, social, scenic, economic or recreational importance. These waters are suitable for recreation in and on the water, fishing, aquaculture, propagation and harvesting of shellfish, navigation and as a habitat for fish and other estuarine and marine life. The habitat must be characterized as free-flowing and natural. Direct discharge of pollutants is prohibited,

except storm water discharges that are in compliance with state and local requirements and discharges of approved aquatic pesticides.

The remaining marine waters around the Cranberry Isles are classified S-B. This is the second highest classification. It is applied to waters that are suitable for recreation in and on the water, fishing, aquaculture, the propagation or harvesting of shellfish, industrial process and cooling water supply, hydroelectric power generation, navigation and as a habitat for fish and other estuarine and marine life. The habitat must be characterized as unimpaired. Discharges that would cause adverse impact to estuarine and marine life or cause the Maine Department of Marine Resources (DMR) to close shellfish areas are prohibited. (Source: Maine Revised Statutes, 38 MRSA 465-B)

Areas within the S-B classified waters surrounding the islands are often closed to shellfish harvesting.³ Open and closed areas change periodically. Maine DMR maintains a current inventory of bacterial closures due to pollution as well as closures due to paralytic shellfish poisoning (Red Tide). The DMR posting of bacterial closures dated January 2008 lists seven prohibited areas in the Cranberry Isles, including all waters surrounding Sutton, three areas off Islesford, and three areas off Great Cranberry; there were no prohibited areas off Baker Island. Red Tide can also cause periodic closures throughout the year. Red Tide indicates that shellfish contain a high level of toxins caused by a certain type of algae bloom. Consumption of shellfish during a Red Tide can cause paralytic shellfish poisoning (PSP).

The contamination and subsequent closure of shellfish grounds is often due to overboard discharges. There are eleven licensed overboard discharges on the islands. While there is no evidence of contamination from these discharges, it is important that they continue to be monitored. The town has worked with the Maine DEP in the past to address malfunctioning discharges. Limited DEP funds are available to assist in the construction of replacement systems.

6. Worms, Shellfish and Commercial Fishing

While no firm numbers are available, there are a limited number of bloodworms and sandworms in the Great Cranberry Pool but they are not harvested. Sea urchins are harvested on the outside shores of the islands but at a volume far less than in the past. As mentioned above, there are limited areas where bivalve shellfish (such as clam and mussel) harvesting is permitted. No data are available on volumes of shellfish harvested locally, but a total of 30 recreational shellfish licenses were issued in 2003 and 17 licenses were issued in 2007. According to Maine DMR data, the town is not undertaking any seeding activities or any other clam flat management ventures.

The islands have a thriving commercial fishing sector that is focused almost exclusively on lobster. Due to economic factors, there is little incentive to pursue other fish. As seen in Table G.1, there were a total of 16 commercial fishing licenses issued in 2002, the last year for which data are readily available. This compares to 13 in both 1998 and 2001.

³ Shellfish in this context means clams, quahogs, oysters and mussels; it does not include lobster.

It must be stressed that license counts by Maine DMR are based on place of residence of the licensee, which is not necessarily where the license holder fishes. Some non-residents fish adjacent to the islands and some residents fish elsewhere. Local observers report that there are many non-resident license holders that fish in the area.

Table G.1 Resident Fishing Licenses, Cranberry Isles					
	1998	1999	2000	2001	2002
Commercial Fishing Single Operator	2	1	1	1	0
Elver-Dip Net 1	1	0	1	0	0
Green Crab	0	0	0	1	1
Lobster/Crab Apprentice	0	0	0	1	1
Lobster/Crab Class 1	3	4	4	4	3
Lobster/Crab Class 2	2	2	2	2	2
Lobster/Crab Non Commercial	1	1	1	2	7
Lobster/Crab over age 70	1	1	1	0	1
Lobster/Crab Under Age 18	1	0	0	0	0
Retail Seafood	1	0	0	2	1
Scallop Non Commercial	1	0	0	0	0
Totals	13	9	10	13	16
SOURCE: Maine Department of Marine Resources					

There is a Fishermen's Cooperative (the "Co-op") on Islesford that provides members with access to the waterfront and a place to purchase bait, fuel boats, and store and sell their catch (see the *Economy* chapter). As seen in Table G.2, the town has an active lobster harvest. The total number of trap tags varied between 2,355 and 3,155 during the 1998 to 2002 period.

Table G.2 Count of Lobster Traps Fished by Cranberry Isles Residents					
	1998	1999	2000	2001	2002
Total Trap Tags	2805	2805	2605	2355	3155
SOURCE: Maine Department of Marine Resources					

As of 2007, there is a limit of 800 tags per lobster harvester. In that year, according to the Co-op, there were thirteen people fishing with 800 tags, twelve with a least 600 tags and four students with 150 tags. As a low estimate, there are probably 13,000-15,000 traps in Cranberry Isles' water. Over the 25-year period from 1980 to 2005, the number of fishermen on Islesford stayed relatively steady, increasing somewhat during the latter part of that period with the better catches. During the same 25-year period, the number of fishermen from Great Cranberry selling at the Co-op dropped from ten to two.

As with all marine resource-based jobs, lobster fishing is subject to seasonal and annual fluctuations, in part due to changes in the lobster populations, their migratory behavior, and harvesting regulations. (Economic factors are discussed in the *Economy* chapter.) However, in 2007 the State of Maine experienced a nearly 23% decrease in total poundage⁴, illustrating the volatile nature of this fishery. Maine DMR has published a Bureau of Resource Management 2007 Research Plan and has been conducting a Lobster Program. In addition to lobster landings statistics, the Lobster Program has been collecting statistical information on the commercial and natural population of lobsters along the Maine coast for 30 years. It is responsible for numerous studies pertaining to the lobster industry as well as some information on crabs.

The high volume of lobster fishing puts pressure on the areas where traps can be stored. Most of the resident fishermen store their traps on private property. Others store their traps on Co-op or town property. In considering any additional land use regulations, the town should ensure adequate allowances for storing traps.

There is a limited market for crabs. Most fishermen treat crabs as by-catch and throw them back. However, the Co-op buys one species of crab. Removing the meat from the crabs is a time consuming task, repetitious and often physically debilitating over time. Many consider it not worth the effort to pursue commercially.

7. Related Marine Employment

As mentioned in the *Economy* chapter, a significant number of employment opportunities in the Cranberry Isles are marine related, such as lobster fishing and boat building. Lobster fishing, largely based on Islesford and locally connected through the Co-op, is among the most lucrative work available on the islands. If lobster landings fall

⁴ According to preliminary numbers released by the State and reported by Portland Press Herald February 21, 2008.

considerably in the future, it would pose serious economic issues for the town. Boat building, including repair and storage, is the major marine-based activity on Great Cranberry with three businesses operating year-round. Other sources of marine related employment include the ferry services, tourist boat excursions, and recreational boating.

8. Other Marine Resources

The estuarine and marine waters of Cranberry Isles are considered critical habitat for marine life. These waters serve as important feeding and breeding grounds for waterfowl as well as critical habitat for the beginning of the marine food chain such as worms. Further information on wildlife is provided in the *Natural Resources* chapter.

9. Water Dependent Uses

Water dependent uses are defined by the State of Maine⁵ as “those that require direct access to or location in coastal waters and which therefore cannot be located away from these waters.” Those uses include, but are not limited to, commercial and recreational fishing and boating facilities, finfish and shellfish processing storage and retail and wholesale marketing facilities, waterfront dock and port facilities, shipyards and some boat building facilities, marinas, navigation aids, basins and channels, and certain industrial uses. Water dependent uses on the Cranberry Isles include boatyards (boat construction, storage and repair), the Islesford Fishermen’s Co-op, the town docks on Islesford, Great Cranberry and Sutton Islands and the ramps on Islesford and Great Cranberry.

10. Public Access Points

Public access points include the town docks and floats on Islesford, Great Cranberry and Sutton Island. The Sutton dock is accessible only seasonally. There are also public launch ramps on Great Cranberry and Islesford. In addition, the town owns property in Manset/Southwest Harbor that includes docking facilities and a launch ramp. The Manset facilities are open from mid-May to mid-October only and the ramp is functional to half-tide conditions only. Pedestrian access points are addressed in the *Recreation* chapter. The Town also manages three parking lots near access points on the mainland. Dock-related parking issues are discussed in the *Transportation* chapter.

Boat anchorages are shown on Table G.3. As seen, the numbers have fluctuated in recent years, but there are not enough data to denote any trends. These figures do not necessarily represent all anchorages. According to town records, there are 181 registered boats; this number includes the 17 boats documented through the U.S. Coast Guard. These data do not reflect boats moored in the town’s harbors that are registered elsewhere. In addition, these data do not include human or wind-powered vessels such as rowboats and sailboats. The town is in the process of developing a mooring plan in compliance with the Harbor Management Ordinance adopted in March 2007.

⁵ Maine 2008 Planning and Land Use Laws

Table G.3 Registered Boat Anchorages, Cranberry Isles 2002-2004			
Boat Length (ft)	2002	2003	2004
16	4	4	4
17	0	1	0
19	1	1	0
20	2	2	0
21	1	1	1
22	0	1	1
35	1	0	0
36	3	3	2
38	1	1	1
Total	13	14	9
SOURCE: Maine Department of Marine Resources			

11. Adequacy of Existing Ordinances and Protection Measures

The protection of marine resources is imperative to the community's future and supported by the residents. The town has several ordinances that directly or indirectly address the protection of marine resources. These include the Harbor Management Ordinance, the Shoreland Zoning Ordinance, the Site Plan Review Ordinance, and the Shellfish Ordinance as well as the Subdivision Regulations.

A comprehensive Harbor Management Ordinance was adopted by the town in March 2007. This ordinance contains several articles establishing provisions for the safe and orderly operation of the waters, harbors, wharves, docks, piers, floats, lobster cars, ramps, moorings and mooring spaces. It addresses some of the harbor management issues in anticipation of increased use and demand in the future. How to effectively enforce the provisions of this ordinance poses a challenge and is under debate. The town has two Harbor Masters, one on Great Cranberry and one on Islesford, and a Harbor Committee.

The Shoreland Zoning Ordinance offers protection to water-dependent uses through its Water-Dependent Commercial Residential zone. This zone does not allow uses such as non-marine commercial, institutional, and restaurants. There have been cases where uses have been allowed in this zone that appear inconsistent with its intent. The zoning standards need to be reviewed to assure that their intent is preserved. Marine resources within this zone may be threatened with further development if measures for protection are not more strictly enforced or become more restrictive.

The Site Plan Review standards require that development meet provisions regarding stormwater runoff, lighting, landscaping and harmonious relationship to the landscape. The Subdivision Regulations generally follow state guidelines. The standards require a one-acre minimum lot size and road frontage requirements. While highly general, these standards help mitigate the impact of new development throughout town, including the shore and marine resources.

The town also has a Shellfish Conservation Ordinance that requires recreational licenses for the harvesting of clams. According to data from the Maine Department of Marine Resources, enforcement of the ordinance has been rated as “satisfactory.” The town has a Shellfish Warden and a Shellfish Committee. Marine resources are also protected and regulated by state and federal agencies, such as the Maine Department of Marine Resources and the National Marine Fisheries Service.

12. Issues of Public Concern

Results of the public opinion survey conducted in conjunction with the development of this plan and other community outreach efforts identified the following issues:

- a. The effective management of the town’s harbors and harbor facilities may require hiring a harbor master, at least during the summer months, to enforce provisions of the harbor ordinance.
- b. Any threat to the lobster stock has a direct impact on a staple of the town’s economy.
- c. The conversion of boathouses to residences in the Water-Dependent Commercial Residential zone (within Shoreland Zone) is a concern.
- d. Dock facilities at public access points can be difficult for elderly or handicapped to manage without assistance.
- e. Heavy use of the many harbor facilities and public access points means managing and maintaining them is time consuming and expensive.

H. WATER RESOURCES

1. Purpose

This section aims to accomplish the following:

- a. Describe the characteristics, uses, and quality of Cranberry Isles significant water resources;
- b. Predict whether the quantity or quality of significant water resources will be threatened by the impacts of future growth and development; and
- c. Assess the effectiveness of existing measures to protect and preserve significant water resources.

2. Key Findings and Issues

The primary water resource issue facing Cranberry Isles is the adequacy of groundwater supplies. Continued home building and increased per capita use could threaten the water table and supplies to private homes. There is also the threat of contamination from failing septic systems, abandoned motor vehicles, marine-related activities, and other sources. There is a great deal of uncertainty about the sources, quantity, and quality of the groundwater available on the islands; additional research is needed to provide a basis for possible additional regulation.

3. Public Opinion Survey Results

About 63 percent rated drinking water as satisfactory. About 82 percent supported enacting ordinances that protect aquifers and 73 percent favored wetland protection measures.

4. Ponds and Watersheds

There are no great ponds (naturally occurring freshwater lakes of ten or more acres) in Cranberry Isles. All watersheds drain directly into salt water. As seen in Map 3, there are many small watersheds in town.

5. Freshwater Wetlands

Freshwater wetlands are shown on Map 3. The largest wetland is on Great Cranberry and is known locally as the Heath. It encompasses about one-fifth of the island. It serves as the major freshwater supply for island wildlife. There is another, smaller wetland located east of the Heath. The wetlands located on Little Cranberry are all brackish marsh. Most of the wetlands on the islands are non-forested. Additionally the islands are spotted with many vernal pools and seasonal wetlands. The town gravel pits are prime examples, though woodland sites also exist, including a number of “mosquito ditches.”

Wetlands are important for several reasons. First, they serve as an area of replenishment of groundwater supplies. Second, they catch storm water runoff and help avoid flooding problems since they act as part of nature's drainage system. Third, they are an important wildlife habitat.

6. Streams

The only streams in town are small and seasonal. These streams generally run dry during the summer.

7. Coastal Wetlands

Coastal (saltwater) wetlands are shown on Map 3. These wetlands are very important as spawning grounds for marine life and waterfowl. The larger wetlands are sometimes used for recreational purposes. It is important to monitor wetlands use to ensure that long-term, adverse impacts are minimized. The islands' natural resources are addressed at greater length in the *Natural Resources* chapter.

8. Flood Hazard Areas

Areas subject to flooding are shown on Map 3. The town participates in the National Flood Insurance Program (NFIP). This program provides flood hazard insurance for property owners in flood-prone areas. In 2006 the town enacted a Floodplain Management Ordinance to meet Federal requirements.

As of 2002, only twelve properties were covered by flood insurance policies. Since properties built before enactment of the ordinance and without mortgages may not have flood insurance, there may be some additional properties in the flood plain. There have been only two claims for damage between 1989 and 2004. The total value of claims during this time was \$1,541.

9. Groundwater

Groundwater is defined as subsurface water found in the saturated soils and water bearing bedrock of the earth's surface. Its upper level, which rises and falls seasonally, is called the water table. A bedrock aquifer is a rock formation that contains recoverable volumes of groundwater. All groundwater is important to a community as a source of drinking water, and aquifers are especially important, while also especially vulnerable to pollution from surface and subsurface sites. Groundwater supply is a critical issue in an island community.

State mapping of aquifers for Cranberry Isles is incomplete. It is limited to Great Cranberry, the northern part of Islesford, and Sutton and Bear Islands; no aquifers are shown for these areas. However, according to the Maine Geological Survey there are some bedrock wells with high groundwater yield (between 50 and 100 gallons per

minute) on both Great Cranberry and Islesford. Most households require a yield of between one to two gallons per minute.

While these high yields may create the impression that groundwater supplies are adequate, some residents have expressed concern over the long-term viability of groundwater supply. There have been anecdotal reports that water is often hard and has high iron content. This is a particular problem on portions of Great Cranberry, such as the northeast side of the Main Road between the Lane and Dog Point Roads.

There have been cases of saltwater intrusion between Great Head and Spurling Point on Great Cranberry. Some wells on Islesford have also been subject to saltwater intrusion. More study is needed to locate aquifers, quantify the amount of water available, determine how much land should be left open to achieve adequate recharge, and to identify any threats to the groundwater purity.

10. Public Water Systems

Public water systems are defined as those that serve a given number of the general public even if they are not publicly owned. They may be as large as a system serving a neighborhood or as small as one serving a restaurant. These systems are subject to various state regulations and reporting requirements. According to data from the Maine Drinking Water Program, there are two public water systems in Cranberry Isles. They are summarized on Table H.1 and shown on Map 3. The map shows the “public water supply source water protection area.” This area is defined as the “area that contributes recharge water to a surface water intake or public water supply well.”

Operators of these systems, per state law, must be notified of land use decisions that could affect the source water protection area. This allows the operators to participate in the municipal decision making process and helps reduce the risk of contamination to public water supplies. It is important to monitor development around the wells that serve these two systems. Particular attention should be paid to those wells with high risk factors. Presently, neither of the two systems rank as high risk assessment. This means that the islands’ public water systems face no immediate operational problems.

Table H.1 Public Water Systems, Cranberry Isles		
State ID #	System Name/Owner	Risk Assessment based on well type and geology
2592101	Islesford Dock Restaurant	Moderate
98581101	U.S. NPS Islesford Museum	Moderate
SOURCE: Maine Drinking Water Program, April 2004		

In addition to these state-recognized systems, there are several cases of households sharing wells. While not included in the state data, there is also a water system that serves a group of summer homes on Sutton Island.

11. Regional Considerations

As an island community, there are few regional water resource issues. There is anecdotal information that the earthquakes of recent years may have cracked well casings, causing contamination of wells on the islands.

12. Adequacy of Existing Protection Measures

The town largely follows state minimum guidelines for its shoreland zoning standards. These provide some protection for development in the shoreland. Given the volume of development that has taken place in the shoreland, the town may want to explore stricter shoreland standards such as greater side setbacks, minimum lot sizes and road frontage requirements. Such measures would help limit the density of shorefront development and help to protect water resources by allowing sufficient open area to ensure recharge of the aquifer, and by avoiding unsupportable demand on water supply.

The town has a floodplain ordinance, last updated in 2006. This ordinance establishes floodplain management measures for the town, allowing the town to participate in the National Flood Insurance Program. This ordinance requires that a Flood Hazard Development Permit be obtained from the Code Enforcement Officer before any construction begins within the Flood Hazard Area (see Map 3).

The town has the least control over development in areas not subject to shoreland zoning. While there is a state-mandated minimum lot size law of 20,000 square feet in most cases for all land, this may be insufficient for many areas on the islands. The town may want to enact additional standards for inland areas due to potential threats to groundwater supplies. These standards are particularly important for lots that are not subject to subdivision review. Subdivision standards presently require a larger lot size than the state minimum lot size.

13. Threats to Water Resources

Continued building of homes on the islands risks depleting the water table. While no firm data are available, it appears that per capita water use on the islands is increasing. Many people who have lived in areas with public water supply are often not accustomed to conserving water and may use more water for showers, clothes washing and similar domestic activities than long-time island residents and visitors.

Another threat is the risk of failing septic systems, resulting in toxic chemicals leaching into the soil and contaminating groundwater. The town has been gradually addressing its failing systems and overboard discharge problems through the DEP Small Community Grant and Overboard Discharge programs. As is discussed in the *Land Use* chapter, the islands soils are generally ill-suited for septic systems. While there is little commercial development on the islands, one potential threat is localized contamination from abandoned vehicles and on-shore marine-related operations due to seeping oil and other contaminants.

14. Issues of Public Concern

Results of the public opinion survey conducted in conjunction with the development of this plan and other community outreach efforts identified the following issues:

- a. The town cannot rely on anecdotal reports to adequately assess the water supply. A survey and hydrology study is needed to determine more accurately the source, quality, and quantity of the water supply.
- b. Annual water testing by homeowners should be encouraged so that contamination or saltwater intrusion is detected early before causing health issues.

I. NATURAL RESOURCES

1. Purpose

This section aims to accomplish the following:

- a. Describe Cranberry Isles' critical natural resources in terms of their extent, characteristics, and significance;
- b. Predict whether the existence, physical integrity, or quality of critical natural resources will be threatened by current trends including the impacts of future growth and development; and
- c. Assess the effectiveness of existing measures to protect and preserve critical natural resources.

2. Key Findings and Issues

The town hosts bald eagle habitats on both Great Cranberry and Islesford. There are also several areas of waterfowl and shorebird habitat. The mudflats, aquatic beds and eelgrass are also important habitat areas. The town also has countless scenic views. Natural resource issues include control of the deer and mosquito populations and more general threats to the islands' fragile environment.

3. Public Opinion Survey Results

About 74 percent supported the town undertaking measures to protect wildlife habitat and 62 percent favored measures to protect scenic views. There were numerous complaints about mosquitoes; only 37 percent rated current mosquito protection measures as satisfactory.

4. Overview of Existing Conditions/ Data

The town has many significant natural resources, including important shorebird and migratory waterfowl habitat as well as mudflats, aquatic beds and eelgrass beds. The town also has significant scenic views looking towards Acadia National Park and the outer islands, as well as open lands and marshes which provide habitat to a wide variety of flora and fauna.

4.1. Deer Wintering Areas

Maine Department of Inland Fisheries and Wildlife (MDIFW) data indicate that there are no state-recognized deer wintering areas in town. In response to public complaints about the high number of deer on the islands and related health concerns, since 2000 the town has been allowed by the state to conduct depredation hunts. Deer hunting is mostly confined to Great Cranberry and Islesford and is not allowed on Acadia National Park property. According to the National Park Service, there is no need for deer herd management on park properties in town.

4.2. Bald Eagles

Map 3 shows that there are two areas of bald eagle essential habitat, one on Islesford and one on Great Cranberry. Bald eagle sites have been found within these designated nest areas within a three-year period and may occur again. While once an endangered species, bald eagles were reclassified as a “threatened” species in 1995. This is a less restrictive classification. The species has been gradually recovering statewide. Maps of the areas are available through the Maine Department of Inland Fisheries and Wildlife (MDIFW) *Beginning with Habitat Program*. These data are summarized on the maps that accompany this comprehensive plan.

4.3. Other Habitats

The town’s other habitats, supporting a variety of waterfowl, flora and fauna, are shown on Map 3. Notable are the large areas of waterfowl and shorebird habitat protected by the Natural Resources Protection Act (NRPA). There are osprey nests and areas of heron habitat on at least two of the islands. The town also has many valuable marine habitats, including aquatic beds, areas of eelgrass, and mudflats that serve as spawning grounds and habitats for a variety of marine species. [See also references to wetlands in the *Water Resources* chapter.]

The shorebird and marine habitats generally occur either off-shore or in areas protected by shoreland zoning. However, pollution and disruption from on-shore activities, including run-off, can threaten these resources. The protection of these habitats is critical to ensuring the diversity of marine life and wildlife in the area.

According to the 1981 *Land Use Data Base*, there were several species of rare or threatened plants growing in the Cranberry Isles at that time. According to the MDIFW, the early 1980s was the last time that University of Maine Researchers had conducted a thorough analysis of the town’s rare or threatened plants. Those found on Great Cranberry included moonwort (*Botrychium lunaria*), beachead iris (*Iris hookeri*) and blinks (*Mertensia maritima*). Dragon’s mouth (*Arethusa bulbosa*) is indigenous to Islesford and baked apple-berry (*Rubus chamaemorus*) is indigenous to both islands.

According to data provided by the MDIFW in 2008, the Great Cranberry Island Heath is considered a Coastal Plateau Bog Ecosystem in “outstanding” condition. Its condition makes it one of the best examples of this ecosystem type in Maine. It has “abundant” baked apple-berry, black crowberry (*Empetrum nigrum*) and lawns of deer hair sedge (*Trichophorum cespitosum*). Common juniper and islands of black spruce are locally abundant in the bog. Only a small, central area of the bog is raised and it features wooded shrub-heath dominated by black spruce, dwarf huckleberry and peat moss.

4.4. Scenic Areas

As a town composed of various islands, Cranberry Isles has an unusually diverse array of scenic views. From many points on the islands, there are sweeping views of the other islands and nearby mainland. The shorefront also offers a range of views. The town has not officially designated any areas as scenic.

4.5. Open Space

The islands have historically enjoyed relatively large amounts of undeveloped areas that have served as habitat for birds, animals, and plants and have provided open space for enjoyment by visitors and residents. Some of that open space is in public ownership (e.g. town fields, cemeteries, etc.) and some is not suitable for development because of wetlands or other characteristics. However, a great deal of land that is currently open is in private ownership and could be developed. (See also discussion of open space in the *Recreation* and *Natural Resource* chapters.)

5. Overview of Existing Regulations Governing Natural Resources

5.1. Local Regulations

5.1.1. Shoreland Zoning

The town's Shoreland Zoning protects many of the important shorebird habitats from development. However, there is currently no inland zoning, so natural resources outside the shoreland zone are not protected from the impact of development.

5.1.2. Hunting

A deer depredation hunt was conducted in 2000, and at the annual Town Meeting that year the State granted island voters the ability to authorize hunting without legislative approval. In 2001, the town of Cranberry Isles approved hunting with all the same regulations as on the mainland, with the exception that hunters could use only shotguns loaded with buckshot. Archery is allowed.

5.2. State Regulations

5.2.1. Natural Resources Protection Act

Waterfowl habitats and other wetland areas are protected by the Natural Resources Protection Act (NRPA). Under this law (38 MRSA 480-A S), permits are required for construction, dredging and related activities in habitat designated for waterfowl. The Maine Department of Inland Fisheries and Wildlife (MDIFW) urges towns to contact a regional wildlife biologist for assistance if a development application is proposed in or near these sites.

The NRPA state website states “*protected natural resources*” are coastal sand dune systems, coastal wetlands, significant wildlife habitat, fragile mountain areas, freshwater wetlands, great ponds and rivers, streams or brooks.” A permit is required when an "activity" will be:

- Located in, on or over any protected natural resource, or
- Located adjacent to (A) a coastal wetland, great pond, river, stream or brook or significant wildlife habitat contained within a freshwater wetland, or (B) certain freshwater wetlands.

An "activity" is (A) dredging, bulldozing, removing or displacing soil, sand, vegetation or other materials; (B) draining or otherwise dewatering; (C) filling, including adding sand or other material to a sand dune; or (D) any construction, repair or alteration of any permanent structure.

5.2.2. Maine Natural Areas Program

Maine Natural Areas Program recommends that bald eagle habitats be protected within one-quarter mile of the nests. Modification of the habitat should not occur unless approved by a regional state wildlife biologist and a consulting forester. This program serves as a source of information on Maine’s significant natural resources, but does not have the force of law. Legal protections are offered by the Department of Environmental Protection, Maine Department of Inland Fisheries and Wildlife, or Federal Endangered Species Act.

5.3. Federal Regulations

5.3.1. Endangered Species Act

Federal and state legislation protect endangered species through the Endangered Species Act. Formerly protected as an endangered species, the bald eagle has regained its population level significantly enough to be reclassified as a threatened species.

6. **Summary of Current Trends**

The natural resources of the Cranberry Isles and the Acadia region have always been integral to quality of life on the Cranberry Isles. Residents and visitors alike are attracted to the region because of its natural beauty, and the local and regional economy depends heavily on the area’s natural resources and their continued health. Within the last few decades, the federal and state governments have enacted legislation designed to protect natural resources.

Echoing the global trend toward increased advocacy for environmental protection measures, local interest and support has grown for responsible stewardship of the area’s natural resources. Residents have developed a higher level of appreciation for the value of the town’s natural resources and the need for measures to protect them. Natural

resources have become generally accepted as an asset inherently linked not only to the town's economy, but also to the quality of life and community values.

The Cranberry Isles Sustainability Initiative was formed in the fall of 2007 to ensure a healthy future for the Town's community and environment. The Initiative holds monthly meetings to discuss ideas, promotes projects such as an energy study and implements solutions such as encouraging the town to procure clean power for municipal needs.

The protection of natural resources through conservation easements and other instruments restricting development has become increasingly common, although such easements are voluntarily initiated by private landowners. Several private properties containing critical habitat areas have attached conservation easements held by Acadia National Park or Maine Coast Heritage Trust; others are enrolled in the state's Open Space program [see *Recreation* chapter].

The population of browsing deer has a direct impact on the regeneration of vegetation and trees [see *Agriculture and Forest Resources* chapter.] The deer population appears to be cyclical. Periodic hunts reduce the herds, and then the deer repopulate to the point where the residents consider them a nuisance and health hazard. There is an ongoing concern about deer ticks on the island and associated threat of Lyme disease.

The mosquito population is an ongoing issue as both a nuisance and health concern, as increasing numbers of illnesses are associated with mosquitoes, such as equine encephalitis and West Nile virus. Various control measures have been considered, but most are either impractical, environmentally unsound, or bring undesirable consequences. Mosquitoes and lobsters are biologically closely related, so any chemical harmful to the mosquito population is likely to also be harmful to the lobster population.

6.1. Island -Specific Trends

6.1.1. Great Cranberry

The Pool on Great Cranberry contains extensive mudflats, eelgrass beds, and aquatic beds that make it a prime shorebird habitat as well as important habitat for mollusks and other marine creatures. The Pool was once the main harbor for Great Cranberry, but due to its tide-limited access, the town dock was moved to Spurling Cove. The Pool has since considerably filled in with silt.

Great Cranberry contains several parcels of land already held in conservation easements, and owners of a few other parcels are considering easements. Until recently, the more rural, low-density parcels on Great Cranberry have served to protect many of the island's natural resources. But with increased pressures from development, some of the larger parcels of land are now being subdivided. The Heath, (see Section 4.3) a large wetland comprising almost a third of the island, is an important natural resource that is unlikely to be developed in the future.

6.1.2. Islesford

The marsh on Islesford, 104.8 acres that contains important waterfowl and marine habitat on the east side of the island, is currently enrolled in the State's open space program. This parcel is significant for several reasons. It buffers the old Coast Guard Station property that accesses the state-identified shorebird habitat between Islesford and Baker Island; it contains the Bald Eagle nesting site; and it offers superb views toward Mount Desert Island. There are also small clam flats on Islesford (see *Marine Resources* chapter).

There is a smaller wetlands area on the west side of the island, behind Sand Beach. This area has also historically been a fertile environment for marine life and shorebirds as well as plants that thrive in this fragile ecosystem. There has been recent concern about the health of this wetland area due to recent road and culvert reconstruction, which appears to have decreased the refill capacity of this small marsh at high tide.

6.1.3. Sutton Island

Sutton Island has historically been characterized by large lots, and much less dense development than Great Cranberry or Islesford. Much of Sutton is in some form of conservation easement, which limits development and protects the natural resources of the island. However, there are seven state-identified overboard discharges operating on the island, which is more than on any of the other islands.

6.1.4. Baker Island

Baker Island is largely in public ownership as part of Acadia National Park. It contains only two seasonal residences and receives limited boat traffic from picnickers and hikers by private boat. Shorebird habitat exists between Baker and Islesford, consisting mainly of rocks and mudflats that are exposed at low tide and submerged at high tide. Acadia National Park currently owns 161.3 of the island's 163.7 acres. The island is thus protected by all rules and regulations pertaining to national park property.

6.1.5. Bear Island

Bear Island is seasonally occupied by two residences, which both use overboard discharges.

7. Adequacy of Existing Protection Measures

There are no local ordinances protecting natural resources outside the shoreland zone.

8. Threats to Natural Resources

The increasing development pressure could threaten the town's natural resources, particularly those not within the shoreland zone. This would include the impact from interior parcels being subdivided and developed. Inconsistent interpretation and/or enforcement of the Shoreland Zoning Ordinance could also threaten natural resources.

9. Issues of Public Concern

The issues relating to natural resources are interwoven with those of other chapters, most predominantly *Land Use*, *Housing* and *Economy*. Results of the public opinion survey conducted in conjunction with the development of this plan and other community outreach efforts identified the following issues:

- a. Mosquitoes have been a serious problem on the islands, raising not only a nuisance factor, but also potentially serious health concerns. However, abatement measures must be considered in the context of goals and policies for the island's natural resources.
- b. Control of the deer population is an ongoing concern.
- c. Residents soundly support the protection of natural resources and scenic views, but they also want to see growth in the year-round community. They recognize that both the year-round and seasonal economies depend heavily on the health and diversity of the area's natural resources. The challenge, then, is to ensure measures are in place that will adequately respond to the pressures of future development while protecting valuable habitats, ecosystems, and scenic views.

J. AGRICULTURAL and FOREST RESOURCES

1. Purpose

This section aims to accomplish the following:

- a. Describe the extent of Cranberry Isles' farms and forest lands;
- b. Predict whether the viability of these resources will be threatened by the impacts of growth and development; and
- c. Assess the effectiveness of existing measures to protect and preserve important farm and forest resources.

2. Key Findings and Issues

There is virtually no large-scale commercial agricultural activity on the islands and very limited forestry. No land is held as either the farm or tree growth areas for purposes of taxation. The major forestry issue in town is the threat of forest fires, which can spread rapidly in an island environment. Another issue is the poor condition of many forested areas due to even-aged stands, limited management and deer browsing.

3. Public Opinion Survey Results

There were no specific questions about agricultural and forestry resources. There were some comments about tree blow downs and the risk of forest fires.

4. Overview of Existing Conditions

4.1. Agricultural Resources

According to the Natural Resources Conservation Service, there are no prime agricultural soils on the islands, i.e. soils deemed best suited for farming. There are 100 acres of “additional farmland of statewide importance” on Great Cranberry and 94 acres on Islesford. This classification indicates that these soils may have some suitability for farming. However, these soils are on many privately owned parcels, and it must be stressed that this classification refers to soils, not actual use of the land.

According to state records, there is no land held under the farmland taxation classification. Between 1997 and 2002 there was one 100-acre parcel under the open space taxation classification (see *Recreation* chapter).

4.2. Forest Resources

Roughly three-quarters of the Cranberry Isles is forested. The forests contain both boreal coniferous trees – fir, spruce and pine; and broad-leaf deciduous trees – beech maple and oak. Coniferous (softwood) trees are found in much greater abundance than deciduous (hardwood) trees. Hardwood trees are found only in small quantities and

mostly in mixed wood stands. On Islesford and Great Cranberry, there are also numerous Norway maples lining the streets. This invasive species is spreading throughout the more populated areas of the islands. Both Islesford and Great Cranberry also have wetland areas referred to as “heaths,” which contain American Larch or “hackmatack.” There is a ring of white spruce along the shore on both islands.

There is no major forest activity on the islands. As seen in Table J.1, between 1997 and 2002, no land was held in the tree growth classification. Between 1991 and 2002, Maine Forest Service records show that there was no timber harvesting activity subject to state reporting. The cost of hauling timber off-island limits the market for forest products even if timber were to be harvested. There are, however, some harvesters who cater to the island timber market.

Table J.1 Timber Harvesting Trends for Cranberry Isles, 1991-2002						
Years	Selection Harvest Acres	Shelterwood Harvest Acres	Clearcut Harvest Acres	Total Harvest Acres	Change of Land Use, Acres	Number of Timber Harvests
1991- 2002	0	0	0	0	0	0
Totals	0	0	0	0	0	0
n/a: not available						
Source: Maine Forest Service year-end landowner reports						

5. Overview of Regulations Governing Agricultural and Forest Resources

5.1. State Regulations

5.1.1. Farmland and Tree Growth Taxation

Through state programs, a lower property tax rate is available to farmers who meet certain qualifications and agree to keep their land as farmland. The discounted rate is based on the land’s value at its current use as farmland rather than at its highest and best use. Similarly, woodlot owners can have their land designated for Tree Growth for a break in taxes.

5.1.2. Open Burning

Burning of wood brush is permitted, with approval from local fire officials.

6. Summary of Current Trends

While much of the islands were once cleared pasture and cropland, many of these areas have long since been re-populated with trees. Apart from home gardens, there is virtually no farming left today. The town’s soils are generally not well-suited for agriculture.

Most forest stands are thick and overgrown; they often consist of even-aged trees. Blow downs are frequent. Several landowners have begun thinning the forest on their land in recent years. Most tree cutting is done to harvest firewood, to mitigate the threat of blow-downs or fire, and to protect views. Some select cutting has been done to harvest timber for local building projects. These activities have had little overall effect on the forests on the island.

The large deer herd on the islands has a detrimental effect on the regeneration of trees, particularly hardwoods and balsam fir. The town is now open to hunting, but hunting is mostly confined to Great Cranberry and Islesford and deer remain a problem on Sutton, Bear and Baker Islands.

7. Adequacy of Existing Protection Measures

Given the lack of forest and agriculture activity, existing measures protecting the town's agricultural and forest resources are adequate.

8. Threats to Forest Resources

There is little management of the town's forested areas, leaving considerable density and deadwood, conditions conducive to forest fires spreading quickly. The shallow root systems of the trees make the forested areas particularly vulnerable to blow-downs, also increasing the risk of spreading fire.

9. Issues of Public Concern

Perhaps the major forest issue facing the town is the risk of forest fires. This is a particular problem since the town's fire department has a limited capacity and cannot rely on mutual aid from adjoining towns. The major forest fire threat is the risk of house and structural fires spreading to overgrown and crowded forests or dry grassy areas.

K. HISTORIC and ARCHAEOLOGICAL RESOURCES

1. Purpose

This section aims to accomplish the following:

- a. Outline the history of the town of Cranberry Isles;
- b. Identify and profile the historic and archaeological resources of Cranberry Isles in terms of their type and significance;
- c. Assess current trends, and particularly future threats to the existence and integrity of those resources; and
- d. Assess the effectiveness of existing measures to protect and preserve those resources.

2. Key Findings and Issues

The town has twelve known prehistoric archaeological sites, which are all Native American shell middens. Only three buildings are presently on the National Register of Historic Places. Given the islands rich history and many buildings of interest, it is likely that other sites would be eligible for Register listing.

3. Public Opinion Survey Results

There were no specific questions or comments pertaining to historical and archaeological resources.

4. Overview of Existing Conditions

4.1. Town History (Adapted from 1981 *Land Use Data Base for Cranberry Isles*)

4.1.1. Prehistoric Habitation

Long before European discovery and settlement of the Maine coast, various Indian groups inhabited the area. Archeological excavations in this region suggest that a non-agricultural tribe, referred to as the Red Paint People or the Moorehead people, frequented the region as long as 5,000 years ago. These Indians followed seasonal fluctuations in food supply, hunting seal and porpoise for food and oil and catching fish and shellfish along the coast. It is possible that an even earlier prehistoric Indian group may have inhabited the region shortly after the end of the last ice age.

Since 2000 B.C., Algonquin Indians moved in from the south and west, forming the Abnaki group (Indian for “living at the sunrise”). The Abnakis pursued a semi-agricultural, semi-hunting and gathering livelihood, wintering on the coast and summering inland. Abnaki progeny of historic times, known today as Penobscots and Passamaquoddies, probably reversed this pattern, wintering inland and summering along the coast. This change may have occurred partly as a result of European exploration and

the subsequent demand for furs, which necessitated that the Indians hunt inland in the wintertime to supply the fur traders. These tribes summered along the coast as recently as the late 1800's.

4.1.2. Early European Exploration and Settlement

Although their visits have not been documented, northern European fishermen probably visited the region prior to the 1500's. Temporary settlements may have been made along the coast by these fishermen. Explorers of the 15th and 16th centuries, notably Cabot for England, Verrazano and Thevet for France, and others sailing for Portugal and Spain, sailed along Maine's coast, making claims for their respective countries. A Spanish map dated 1529 identifies a "Rio de Montanas", or River of Mountains, believed to be Somes Sound.

Several explorers of the 17th century appear to have visited, mapped and occasionally settled in the Frenchman Bay Region. French geographer Samuel de Champlain visited and mapped the region in 1604 as a member of the expedition of Sieur de Monts. The previous year King Henry IV had granted Sieur de Monts the area known as Acadia, basing the grant on previous claims by French explorers.

In 1603 British explorer Martin Pring, followed in 1605 by Captain George Weymouth, visited the area which had not been claimed previously by both French and English explorers. All of the coast east of Penobscot Bay was contested by both British and French throughout the years of the French and Indian Wars, from the early 1600's to the mid-1700's, when the kings of both countries granting lands to their subjects. In 1606 King James I of England granted to The Virginia Company territory which included the area that French King Henry IV had granted to de Monts three years earlier. A short-lived settlement of French Jesuit priests was located at Saint Sauveur near Fernald's Point in 1613. Within weeks of its establishment, it was destroyed by Sam Argall and a British fishing party from the Jamestown Colony, under orders from the Colony's governor to destroy any French settlements.

In 1612 Sir Robert Mansell purchased Mount Desert Island under King James I of England's patent. Still claiming the island for the French, the King of France in 1688 ceded the island to Sieur de Cadillac. Then, with the end of the French and Indian Wars in 1759, the Massachusetts Bay Colony granted title to the island to its governor, Sir Francis Bernard.

Following the War of the Revolution and Governor Bernard's loss of title to Mount Desert Island by confiscation, Barthelemy de Gregoire claimed the entire island in right of his wife Maria T., a granddaughter of Cadillac. In a post-war settlement in 1787, the Massachusetts Legislature gave Madame de Gregoire title to the eastern side of Mount Desert; including the islands that now comprise the Town of Cranberry Isles. The western side of Mount Desert was deeded to the son of Governor Bernard.

On August 4, 1792, Mme. de Gregoire sold 23,121 acres of land to Henry Jackson of Boston. Included within this parcel were the whole of Baker, Sutton, and Bear Islands, 73 acres on Little Cranberry, and 490 acres on Great Cranberry. On July 9, 1796, Jackson sold his claim to William Bingham, a Philadelphia businessman, who by the early 1800's owned thousands of acres in northern and eastern Hancock County. Mme. de Gregoire made six other land transactions during 1792; three 100-acre parcels were deeded to Benjamin Spurling, Aaron Bunker and Margaret Stanley on Great Cranberry, and three 100-acre parcels were deeded to Samuel Sewall (in his capacity as executor of the estate of Jonathan Stanley, Sr.), Jonathan Stanley, Jr. and William Nickels on Little Cranberry.

Although the Cranberry Isles were first settled in 1762 by fishermen from Marblehead, Ipswich and Gloucester, Massachusetts, the town was not incorporated until March 16, 1830. Prior to incorporation as the eighteenth Hancock County town, the five islands which comprise the town as we know it today were included within the boundaries of their parent town, Mount Desert.

4.1.3. Industry and Commerce

Like most other coastal towns in Hancock County, Cranberry Isles has historically depended on the sea for its livelihood. Permanent settlers of the 18th and 19th centuries were required to be self-sufficient. Lands were cleared to provide areas for growing subsistence crops, and grazing cattle and sheep. Lumber for homes and boats was milled in Somesville and brought to the islands by boat.

Despite the Embargo Acts of 1807 and 1813, schooner trade documented during the early 1800's was a major source of employment for the island dwellers. Enoch Spurling, one of the first three selectmen of the town of Cranberry Isles, held substantial interest in vessel property. Many of the vessels built in the Mount Desert region were built by Mr. Spurling and his associates. Others were purchased in Massachusetts and brought to Cranberry Isles where they were manned by townsmen. Enoch Spurling, a master mariner himself, made many voyages to Europe and the West Indies. Perhaps one of the most successful schooner voyages to originate from Cranberry Isles was that made by Samuel Hadlock in 1807. At that time, he transported 131 tons of fish caught on the Grand Banks to Porto in Portugal. Rather than bring the fish home to cure, Hadlock and his crew split and dried them on the rocks at Labrador. In spite of attempts by English and French warships to prevent American vessels from engaging in trans-Atlantic trade, Hadlock made his way to Iberia and back. In 1848, the largest vessel ever to be constructed in the Mount Desert region was built on Little Cranberry Island and named for Samuel Hadlock.

General business on the islands around the year 1870 is described as predominantly fishing related. There were said to be approximately 15 smoke houses on Great Cranberry and somewhere around 38 on all the islands combined. Herring was the most popular type of fish to be cured, although cod, hake, and haddock were also used. The herring were caught around the shores by nets and were said to be larger than those taken

by weir, but not as large as the Magdalen herring. Also located on Great Cranberry was a store owned by Holden and Richardson. The store catered to the needs of fishermen, providing them with necessary goods and wares as well as buying and curing fish of all kinds. The fish yard owned by W.E. and G. Hadlock located on Little Cranberry was known as the largest in the area. They bought and cured fish from local fishermen and also fished their own fleet of vessels.

Two hotels were built on Islesford in the later 1880s and early 1890s as seasonal visitors discovered Cranberry Isles. The year 1912 saw a building boom. Land on the northern shore of Little Cranberry, once owned by the Hadlock family, was prime seasonal development property. As the demand for property by would-be summer residents increased, so did the value of the land. This new summer population also added a new element to the economy. Not only did the construction business boom, but now there was a need for boarding houses and people to care for summer cottages and boats.

4.2. Identified Historic and Archaeological Sites

4.2.1. Federally Recognized Historic Sites

There are three properties listed on the National Register of Historic Places. These are the Islesford Historical Museum and Blue Duck Ships Store, and the Baker Island and Bear Island Light Stations. All three properties are owned by Acadia National Park. The MHPC indicates that a comprehensive above-ground survey needs to be conducted in order to identify other properties that may be eligible for listing.

Source: www.nps.gov/nr/

4.2.2. State-Recognized Prehistoric Sites

The information presented in this section comes from the Maine Historic Preservation Commission (MHPC) (www.maine.gov/mhpc). The town has twelve known prehistoric archaeological sites, which are all Native American shell middens, along the shoreline. The term “prehistoric” refers to sites that predate written history (i.e., the arrival of Europeans in North America). According to the MHPC, at least three of these sites are significant and probably are eligible for listing in the National Register of Historic Places. An intensive level survey at several of the known sites would be necessary to determine if the sites are indeed eligible.

Given nearly 250 years of settlement by people of European descent plus thousands of years of Native American occupation, there are likely many sites of interest and value which have not yet been discovered or excavated, and which would be eligible for additional protection. Approximate locations of major sites are shown on Map 4. In some cases, the exact location is kept confidential to protect sites from vandalism.

4.2.3 State-Listed Historic Sites

The MHPC reports that historic archaeological sites include 32 shipwrecks and the American Store ⁶ and Blue Duck sites. The agency indicates that no professional historic archaeological survey has been conducted to date on the Cranberry Isles. It suggests that future such field work could focus on sites relating to the earliest English settlement of the islands in the mid-18th century.

5. Existing Regulations Governing Historic and Archaeological Resources

5.1. Federal Regulation

Although three island properties are listed on the National Register, it is important to understand that listing does not restrict what an owner may do to a property. It does offer greater protection for a property that may otherwise be demolished through state and federal action.

5.2. State Regulation

There are numerous state laws, as well as various regulations and agreements that govern the treatment of historic and archaeological resources in Maine. Such laws are generally restricted to protecting cultural resources that may be threatened by Federal and/or state funded or permitted projects, and do not provide the level of protection afforded by municipal historic preservation ordinances or zoning.

5.3 Local Regulation

The town has no specific ordinance measures or protection programs in place, although it is eligible to adopt an ordinance relating to preservation.

6. Adequacy of Existing Protection Measures

Apart from properties owned by Acadia National Park, there is little formal protection of existing sites of pre-historic and historic interest. Additional survey and archaeological work would have to be undertaken to identify those sites (and structures), and applications would be required to afford them additional protection. The town has no specific ordinance measures or protection programs in place.

7. Threats to Historic and Prehistoric Sites

Perhaps the major threat is that a site may be inadvertently damaged through the land development process since the planning board may not be aware that the site exists. A related threat is that the planning board lacks detailed guidelines to use in protecting sites of interest.

⁶ Comprehensive Planning Steering Committee was unable to identify this site.

8. Issues of Public Concern

Community outreach efforts identified public concern relating to the protection of the shell middens on Fish Point (Great Cranberry) and the preservation of the town's historic cemeteries.

L. LAND USE

1. Purpose

This section aims to accomplish the following:

- a. Identify and understand the uses of land throughout Cranberry Isles in terms of the amounts and location of land generally devoted to the following land use classifications: residential, open space and marine-dependent uses;
- b. Identify and understand changes in Cranberry Isles' land use patterns and how they might impact future land use patterns;
- c. Consider input from the community to establish goals for future land use on Cranberry Isles; and in that context, to
- d. Identify land areas suitable and unsuitable as the primary locations for future growth and development.

2. Key Findings and Issues

With five primary islands, Cranberry Isles faces a unique set of land development challenges. Due to generally poor soils and its dependence on individual septic systems for waste disposal, the town has a very limited capacity to absorb new development. Also, significant acreage is constrained from future development through deed restrictions and conservation easements. At the same time, it has become a popular place for seasonal homes, which now outnumber year-round homes by nearly a three to one margin.

3. Public Opinion Survey Results

About 42 percent of respondents felt that current "development of inland land" was satisfactory. Sixty-five percent favored measures to protect undeveloped land. There were many comments about appreciating the slow pace of life, beauty and rural atmosphere. While some expressed concern about inadequacy of zoning and other land use regulations, others were opposed to additional land use controls.

4. Overview of Existing Conditions/ Data

Cranberry Isles consists of five primary islands for a total land area of 2,057 acres. Great Cranberry (1,080 acres) is the largest followed by Islesford (also known as Little Cranberry) with 515 acres. The three other islands are Sutton (272 acres), Baker (164 acres) and Bear (16 acres) which all have summer residents. There are also two uninhabited smaller islands: Green Nubble (four acres) and Crow (six acres). While a few residents on Sutton extend the summer season into October or November, only Great Cranberry and Islesford have year-round residents.

The topography of the islands can be characterized as flat to gently rolling. There are only four areas where elevations exceed 80 feet above sea level: two on Sutton Island and

one each on Baker and Bear Islands. The highest elevations on Great Cranberry and Islesford range from 60 to 80 feet. The majority of land, however, does not exceed 20 feet in elevation. This means that high elevations and steep slopes are generally not a constraint to development.

One major constraint to development is poor soils. Overall, the soils throughout the Cranberry Isles, as analyzed by the USDA Natural Resource Conservation Service, are not particularly good for even low density residential development. About 80 percent of soils in town have a “very low potential” for low density residential development and another 7 percent have “low potential.” Low density residential development ratings are based on the potential for homes on individual lots to support well and septic systems. The normal minimum for such a lot is between 0.5 to one acre.

Table L.1

Cranberry Isles Soils Characteristics (in acres)

Potential for Low Density Development by Island

Rating	Baker Island	Bear Island	Crow Island	Great Cranberry Island	Green Nubble Island	Islesford	Sutton Island	Cranberry Isles Totals
Not Rated	0	0	0	7	0	0	0	7
<i>Percent</i>	<i>0%</i>	<i>0%</i>	<i>0%</i>	<i>0.6%</i>	<i>0%</i>	<i>0%</i>	<i>0%</i>	<i>0.3%</i>
Very High	0	0	0	88	0	70	0	158
<i>Percent</i>	<i>0%</i>	<i>0%</i>	<i>0%</i>	<i>8.1%</i>	<i>0%</i>	<i>14%</i>	<i>0%</i>	<i>7.9%</i>
High	0	0	0	36	0	0	0	36
<i>Percent</i>	<i>0%</i>	<i>0%</i>	<i>0%</i>	<i>3.4%</i>	<i>0%</i>	<i>0%</i>	<i>0%</i>	<i>1.8%</i>
Medium	0	0	0	12	0	24	0	36
<i>Percent</i>	<i>0%</i>	<i>0%</i>	<i>0%</i>	<i>1.1%</i>	<i>0%</i>	<i>4.8%</i>	<i>0%</i>	<i>1.8%</i>
Low	62	0	0	52	0	14	21	149
<i>Percent</i>	<i>41.3%</i>	<i>0%</i>	<i>0%</i>	<i>4.8%</i>	<i>0%</i>	<i>2.8%</i>	<i>8.5%</i>	<i>7.4%</i>
Very Low	88	18	6	889	4	393	225	1623
<i>Percent</i>	<i>58.7%</i>	<i>100%</i>	<i>100%</i>	<i>82%</i>	<i>100%</i>	<i>78.4%</i>	<i>91.5%</i>	<i>80.8%</i>
Total Acres	150	18	6	1084	4	501	246	2009

SOURCE: Natural Resource Conservation Service data as compiled by the Hancock County Planning Commission 11/29/04.

N.B. Discrepancy between the acreage reported in Table L.1 and in first paragraph of this chapter is due to different calculation methods.

Table L.1 above rates the characteristics of soils in terms of their ability to accommodate septic systems. The soils mapping (see Map #5) is generalized and individual site evaluations must be used to determine the suitability of an individual parcel. Advances in septic system technology may make it possible to build homes on more marginal soil in the future.

Another potential constraint on development is the limited availability of safe drinking (potable) water to serve additional households. To date, no conclusive scientific research has been conducted identifying the extent of the aquifers from which the islands draw. However, anecdotal reports indicate that some areas of the islands have experienced problems with water quality in recent years. For further detail, see the *Water Resources* chapter.

5. Overview of Existing Zoning and Regulations

5.1. Local Regulations

Cranberry Isles does not have town-wide zoning. There are four ordinances that relate to the shoreland zone, site plan review, subdivision, and building notification. Except for the areas covered by the shoreland zoning ordinance, there are no further restrictions other than those mandated by state statutes. The remaining existing local land use regulations are outlined below; complete information on all ordinances is available through the town office.

The site plan review ordinance was last amended in 1987. It applies to multi-family and non-residential uses, not to single-family residential uses. As written, the site plan review ordinance mostly provides a checklist of necessary application materials and a fairly general standard to guide the planning board in its review. The ordinance lists performance standards but few ways to evaluate them. Furthermore, since the majority of building in town is for residential structures, the ordinance is generally not applicable.

The subdivision ordinance was adopted in 1988 and distinguishes between requirements for major subdivisions (consisting of 4 or more lots) and minor subdivisions (less than 4 lots). Many of the standards are now out of date and the performance standards are quite general. The requirements for a minor subdivision are generally non-restrictive, and the ordinance mostly provides a checklist of requirements for submitting an application. The ordinance has provisions for the planning board to request open space for recreation or for the protection of historical or archaeological sites. However, these must be in accordance with those needs identified in the comprehensive plan.

The building notification ordinance was enacted in 1989. It requires that a notice be filed with the town clerk before construction is begun on any structure, defined as “a building, buildings or portions thereof, constructed with a fixed location on or in the ground.” This notice must include a sketch showing location and layout of proposed structure(s) and the estimated cost of the proposed structure, including labor costs.

5.2. Federal Guidelines and Regulations (as they apply to national park properties)

Acadia National Park: The Town of Cranberry Isles has several parcels that are located within the boundaries of Acadia National Park, including portions of Sutton Island and Islesford and all of Baker and Bear Islands. As will be discussed below, there are still some privately owned parcels within the park boundaries (see *Recreation* chapter and

below for more information on specific parcels). According to the Acadia National Park Revised Land Protection Plan from June 2004, parcels within the fee boundaries of Acadia National Park, including parcels with conservation easements with the Park, must follow certain guidelines for development.

The development of undeveloped tracts within the boundary of Acadia National Park after November 1, 1985, is considered by the Park to be detrimental, and the Park reserves the right under P.L. 99-420 to seek to acquire lands without the consent of the owner. In addition, the clearing of vegetation or alteration to the surface of the property will be considered compatible only for the maintenance and operation of roads and foot trails existing as of November 1, 1985 and the gathering of dead wood. Any cutting of live, standing trees must be approved by the Park Superintendent.

Developed parcels are also subject to strict guidelines. Both the reconstruction of existing buildings and new construction (either additions to the principle structure or accessory structures) must be limited to a total maximum increase of 25 percent of the square footage of the principal structure as it existed as of November 1, 1985 and may not exceed 32 feet in height. The construction of “reasonable support development” such as roads, water and sewage treatment systems, docks and small parking areas are considered compatible if they are essential to the support and maintenance of the property.

In addition, there are certain requirements for the screening of properties and the use of natural, or natural-looking, non-reflective materials for the exterior of buildings. All proposed development must also be reviewed by the Park Superintendent.

6. Summary of Current Land Use Trends

Traditionally, the majority of year-round development has occurred along the public roads on Great Cranberry and on Islesford. Seasonal homes were built closer to the shoreland in areas where year-round road access and shelter from winter storms were less important or unnecessary. As more seasonal homes have been built in recent years, the majority of development has occurred on the shoreline. In addition to newly built seasonal homes, a number of former year-round residences have been converted to seasonal use. As mentioned in the *Housing* chapter, seasonal homes outnumber year-round homes by almost three to one. They are now the primary residential land use in town.

6.1. Residential Land Use Trends

As discussed in the *Population* and *Housing* chapters, a relatively slow rate of growth is projected for the town. That projection would suggest that about 104 acres are likely to be developed between 2000 and 2020. This is based upon an average of two acres per new residential unit and 52 units being built. Given recent trends, most new residential construction is likely to be seasonal homes.

Citizens have expressed concern that the islands might already be approaching their carrying capacity. While the islands face some development constraints, growth is likely to continue. The high value of land means that landowners are more willing to invest in the improvements necessary to develop a parcel previously thought unsuitable for development.

6.2. Commercial Land Use Trends

The islands have seen little commercial development, and, in fact, the recent trend has been toward fewer commercial uses in town. Table L.2 describes current commercial land uses in the Cranberry Isles. With the exception of two new commercial docks, no new commercial properties have been added in the last ten years.

Table L.2 Town of Cranberry Isles Commercial Property Uses, 2007				
Category	Name	Location	Year-round/Seasonal	Acreage
Boatbuilding/ Storage	Cranberry Island Boatyard	GCI	Year-round	.93
	Southwest Boat and Marine	GCI	Year-round	.3
	Newman and Gray Boatyard	GCI	Year-round	.86
Restaurant	IDR Inc.	LCI	Seasonal	.9
B & B	Braided Rug	LCI	Year-round	.77
Retail	Cranberry General Store	GCI	Year-round	Commercial building on Town land
	Islesford Store	LCI	Year-round	Commercial Building on Residential land
	Whale's Rib Gifts	GCI	Seasonal	Commercial building on Residential land
Fisheries	Islesford Fisherman's Co-op	LCI	Year-round	.9

Table L.2 is not intended to include all island businesses; it omits island businesses that do not involve significant land. It is also important to note that a large percentage of people on the Cranberry Isles are self-employed and work out of their homes or in shops on their property. For this reason, many residences could be considered to have a home occupation.

6.3. Subdivision Activity

While there has been relatively little subdivision activity on the islands, increased property values and higher taxes have created new incentives for people to consider subdividing. There have been several cases where families have subdivided land amongst themselves, and other cases where families are looking to sell off pieces of their property for economic reasons. The need to review the adequacy of current subdivision regulations is apparent.

7. **Island-Specific Trends**

7.1. Great Cranberry

As of 2005, there were 35 year-round units on Great Cranberry (not including year-round rental units) and 95 seasonal units for a total of 130 units. Even if an average of two acres per unit is assumed, residential uses amount to only 260 acres (or about one-quarter) of the 1,080 acres of land area. The highest concentrations of population and dwellings are located along the main road from the town dock to the gravel pit. Public and private side roads are generally sparsely populated, with the exception of Dog Point Road and The Lane. Seasonal residences and new homes have tended to be developed along the shore and year-round homes continue to be converted to seasonal use.

Great Cranberry has some relatively large tracts of land that are undeveloped or very minimally developed. (See Map #2) This is particularly the case on the back shore and the far end of the island away from the town dock. These parcels of land are owned predominantly by summer residents; several (totaling more than 200 acres) are subject to terms of conservation easements. In addition, the Heath (see the *Water Resources* chapter), covering approximately 200 acres, is unsuitable for building. These 400 acres represent about 37 percent of the island's total land area. As seen in Table L.1, 82 percent of the soils on Great Cranberry are ranked as having a very low potential for development. Areas with a very low potential, while frequently developable with modern technology, are not likely to experience the same level of development as areas with good soils.

7.2. Islesford

As of 2005, there were 35 year-round (not including year-round rental units) and 91 seasonal units for a total of 126 units. Islesford has a more compact layout than Great Cranberry and has a more traditional town-center type development. The island has more side streets and several of them connect. This creates a village-like feel. The average lot size is much smaller than on Great Cranberry, with many houses on lots of one acre or less. Assuming an average of one acre per unit, residential uses account for 126 acres of the total 515 acres. Residential uses account for about one-quarter of all land area.

The remaining three-quarters of the land area remains undeveloped. There is one large (104.8 acres) privately owned parcel, largely wetlands, which is enrolled in the State's

open space program, as well as other undeveloped parcels (see *Recreation* chapter). As on Great Cranberry, much of the undeveloped land is wetlands and therefore unsuitable for building (see Map 3). In addition to the areas of wetland, 78 percent of Islesford is comprised of soils with a very low potential for development.

7.3. Sutton Island

Sutton Island is a seasonal community. As of 2008 there were 26 seasonal units and a water company. About 75 percent of the island's acreage is held in some form of conservation easement. The restrictions of the easements mean that the island is generally well protected from future development.

7.4. Baker Island

All of Baker Island lies within the boundaries of Acadia National Park. The National Park Service (NPS) currently owns 161.3 of the island's 163.7 acres⁷. There are four in-holdings that the NPS may seek to acquire: three privately owned parcels (2.34 acres total), two of which contain seasonal dwellings, and the U.S. Coast Guard light station tower (0.02 acre). There is also a small cemetery (0.03 acres) on the island, which the NPS will not acquire. As mentioned earlier in this chapter, specific NPS guidelines and regulations apply within park boundaries; due to these restrictions, it is very unlikely that the island will face any future development.

7.5. Bear Island

All of Bear Island is located within the boundaries of Acadia National Park and the NPS currently owns 2.0 of the island's 15.6 acres. The NPS owns the Bear Island lighthouse, which is under a long-term lease to a private party who occupies (on a seasonal basis) and maintains the historic structures. As is the case with Baker Island, NPS may seek to acquire the privately owned portion and NPS restrictions make it very unlikely that any future development will occur.

8. **Issues of Public Concern**

Results of the public opinion survey conducted in conjunction with the development of this plan and other community outreach efforts identified the following issues:

- a. The challenge of balancing the competing needs and interests relating to land use, particularly those supporting a thriving year-round community and those supporting the preservation of the community's current rural character and open spaces;
- b. The recent increase in subdivision activity and development of otherwise undeveloped land, and the related implications;

⁷ Some land within the boundaries is privately owned.

- c. The possibility that further residential and commercial development on the islands may spoil the natural beauty of the Cranberry Isles and may negatively impact the quality of life and character of the community;
- d. The increase in the number and percent of seasonal dwellings over year-round residences: this trend is from both new construction and the changed use of year-round homes, former businesses, and boathouses into seasonal homes;
- e. The lack of scientific data and professional advice regarding carrying capacity of the islands, most particularly as it relates to soils and water supply;
- f. Adequacy and/or relevance of existing ordinances, and their enforcement, in light of current land use trends;
- g. The intensity of land use as a community issue, based on the strong sense of private ownership and limited acreage suitable for building.

M. FISCAL CAPACITY

1. Purpose

It is important to understand a municipality's financial capacity to meet existing needs and fund new facilities and services related to anticipated growth and development. This section aims to accomplish the following:

- a. Discuss Cranberry Isles' fiscal conditions;
- b. Assess recent revenue and expenditure trends; and
- c. Discuss likely future trends.

2. Key Findings and Issues

Over the ten-year period 1998 to 2007, the Cranberry Isles' property tax commitment increased by 162 percent while the state equalized valuation increased 159 percent. This means valuations have nearly kept pace with revenue raised through local real and personal property tax. There has been relatively moderate property development over this period, so the increase in valuation is largely attributable to the real estate market. Therefore, even though the tax rate over this same ten-year period has been relatively stable, most property owners experienced significantly higher property tax bills. About 86 percent of local revenue in 2007 came from the property tax. State support for the schools amounted to about 1.7 percent of the total school budget.

While all categories of expenditures have increased from 2000 to 2007, the most significant change was in debt service. In 2003, the town financed approximately \$2.6 million through two bonds and one loan. At that time, this represented about two percent of valuation, well below state limits. No additional borrowing has occurred, although the voters have authorized up to \$335,000 in additional loans. Assessments and Debt Service increased 778 percent (from \$43,052 to \$378,078). Other categories of notable growth in terms of dollars include General Government and Protection; however, in terms of percent of total budget these categories have remained relatively unchanged. As is discussed in the *Capital Investment Plan*, the town faces several potential capital projects that involve assuming more indebtedness and/or securing grant funds.

3. Public Opinion Survey Results

There were no specific questions about the town's tax rates or fiscal capacity. There were some comments about high property taxes being a problem.

4. Assessed Valuation, Commitment and Tax Rate

The town's ability to raise taxes depends largely on the total value of all property in town. Historical data of valuations (local and state equalized), tax commitments, and tax rates for Cranberry Isles is shown in Table M.1. Over the ten year period between 1998 and 2007, the total valuation in town increased by about 159 percent (from \$73.8 million

to \$190.95 million). Adjusted for inflation, this is an increase of about 101 percent. Expressed another way, the valuation in 2007 was 2.59 times that in 1998. Over the same period (1998-2007), the town's property tax commitment increased by about 162 percent (104 percent adjusted for inflation). The tax rate in 2007 (6.90 per \$1,000 of valuation) was neither the highest (8.00) nor the lowest (5.30) since 1998.

Table M.1						
Trends in Valuation, Commitment & Tax Rate, Town of Cranberry Isles						
Year	Local Valuation (\$)	State Valuation (\$)	Annual Change in Value (State)	Tax Rate	Property Tax Commitment (\$)	Annual Change in Commitment
1997	75,153,800	71,350,000	.63%	5.70	427,876	2.56%
1998	75,682,000	73,800,000	3.43%	5.70	428,399	0.12%
1999	80,527,400	75,900,000	2.85%	5.30	423,990	-1.03%
2000	80,799,000	78,850,000	3.89%	5.30	428,235	1.00%
2001	82,110,400	89,750,000	13.82%	7.30	599,406	39.97%
2002	82,937,000	102,100,000	13.76%	8.00	663,496	10.69%
2003	160,835,600	120,750,000	18.27%	6.20	997,181	50.29%
2004	162,006,100	129,900,000	7.58%	6.60	1,069,240	7.23%
2005	160,732,700	155,900,000	20.02%	6.90	1,109,056	3.72%
2006	162,370,900	172,250,000	10.49%	6.90	1,120,359	1.02%
2007	162,852,530	190,950,000	10.86%	6.90	1,123,682	.30%
2008		200,250,000				
Percent change 1998-2007:			158.74%		162.30%	
Percent change 1998-2007 adjusted for inflation:			100.99%		103.75%	
Sources: Municipal Valuation Return Statistical Summary, Maine Revenue Service, Property Tax Division and Cranberry Isles town reports						

Although the commitments (revenues raised through property tax) have increased significantly in the Cranberry Isles over the past decade (162%), the increase in property valuation has nearly kept up (159%). This has allowed the tax rate (mil rate) to remain fairly stable over this period. The increase in valuation has largely been linked to the real estate market and not to new development. This means that, in most cases, property owners have seen their tax bills increase roughly at the same rate as the commitments.

According to state records, in 2007 the Cranberry Isles property valuation was \$162,852,530: \$162,797,130 real estate (land and buildings) plus \$55,400 personal property. Total value of exempt property was \$155,500 (\$70,000 benevolent/charitable; \$40,000 parsonage; \$45,500 veteran). Land in open space preservation (106 acres) was valued at \$567,200; there were no lands listed for tree growth or farmland.

Table M.2 lists local valuations (total real and personal property) and tax rates for towns in Hancock County in 2006 and 2007. In 2007, Cranberry Isles ranks sixteenth (ascending) in valuation and seventh (ascending) in tax rate.

Table M.2				
Valuations and Tax Rates, Hancock County				
	2006		2007	
Town	Valuation	Tax Rate	Valuation	Tax Rate
Amherst	17,825,900	9.50	18,588,700	10.10
Aurora	13,604,000	13.90	13,954,100	12.90
Bar Harbor	1,371,689,210	8.50	1,369,309,590	8.77
Blue Hill	395,914,525	11.00	400,220,775	11.25
Brooklin	320,798,100	6.10	325,336,400	6.20
Brooksville	473,549,300	3.85	476,451,100	3.90
Bucksport	658,606,100	13.80	660,168,430	13.80
Castine	350,230,000	6.20	350,305,700	6.60
CRANBERRY ISLES	162,370,900	6.90	162,852,530	6.90
Dedham	176,436,465	13.63	184,349,760	13.50
Deer Isle	193,854,070	18.55	197,275,570	18.90
Eastbrook	36,490,477	18.25	40,555,437	17.60
Ellsworth	640,925,069	17.55	994,399,550	13.15
Franklin	74,481,771	13.50	79,448,751	14.00
Frenchboro	8,272,270	21.05	12,648,491	16.15
Gouldsboro	394,222,346	7.60	397,599,626	7.40
Great Pond	13,680,000	11.10	11,901,600	14.00
Hancock	170,757,120	12.50	343,792,830	7.40
Lamoine	233,724,100	7.00	237,391,900	7.00
Mariaville	71,110,300	8.30	72,198,500	10.00
Mount Desert	714,919,116	14.15	1,981,551,045	5.35
Orland	171,590,155	11.60	181,035,005	12.00
Osborn	8,786,200	15.50	8,655,100	16.50
Otis	125,112,165	7.47	126,922,104	7.47
Penobscot	102,234,556	12.25	104,250,404	13.10
Sedgwick	95,352,784	18.50	224,370,943	7.49
Sorrento	79,228,900	7.30	78,875,300	6.60
Southwest Harbor	348,709,657	17.30	779,884,670	7.95
Stonington	202,027,263	12.45	203,894,099	12.31
Sullivan	176,293,900	7.95	178,920,600	7.70
Surry	208,201,962	11.50	341,206,283	7.20
Swan's Island	90,174,499	13.50	91,691,140	14.50
Tremont	471,825,300	7.90	482,378,000	7.90
Trenton	255,516,688	10.90	261,836,288	11.00
Verona	35,499,680	12.00	50,854,270	8.00
Waltham	20,275,793	11.90	21,671,834	13.50
Winter Harbor	142,027,100	6.10	145,594,950	6.49
Source: Municipal Valuation Return Statistical Summary, Maine Revenue Service, Property Tax Division				
Note: A significant change from 2006 to 2007 indicates a revaluation likely occurred.				

5. Trends in Revenue Sources

The town's revenue sources from 2000 to 2007 are shown in Table M.3

Table M.3 Revenue Sources, Cranberry Isles								
	2000	2001	2002	2003	2004	2005	2006	2007
REVENUE SOURCES								
Property Taxes	409,448	609,175	665,796	949,351	1,057,353	1,078,837	1,131,989	1,099,508
Auto Excise Taxes	17,583	20,812	22,191	20,050	24,585	26,960	26,020	29,791
Boat Excise Taxes	4,316	4,497	4,323	4,594	4,576	4,435	4,680	5,295
State Revenue Sharing	5,185	4,001	3,089	3,181	3,848	4,177	3,686	4,453
Homestead Exemption	1,874	3,422	2,140	2,604	2,086			
Miscellaneous Earnings	4,179	2,080	1,040	563	7,643	4,121	11,111	12,670
Interest Earned	3,276	2,048	7,885	3,256	3,558	11,676	15,785	11,951
Interest on Delinquent Taxes	451	965	948	226	830	1,647		
Rent & Parking Fees					105,436	103,284	118,535	115,299
Grant Funds			12,000		123,350	18,600		
Total Revenues	446,312	647,000	719,411	983,826	1,333,264	1,253,737	1,311,805	1,278,967
SOURCE: Town reports								

As illustrated in Table M.4 the primary source of revenue is property taxes (86 percent). Auto and boat excise taxes account for a combined total of less than three percent. The town's tax base is therefore deeply rooted in property values. Rent and parking fees, collected from leases on Manset properties and mainland parking permits, account for nine percent of revenue. Each of the other sources accounts for one percent or less of total revenues.

Table M.4 Revenue Sources as Percent of Total, Cranberry Isles 2007		
Source	Amount	Percent of Total
Property Taxes	\$1,099,508	85.97%
Auto Excise Taxes	\$29,791	2.33%
Boat Excise Taxes	\$5,295	0.41%
State Revenue Sharing	4,453	0.35%
Miscellaneous Earnings	\$12,670	1.00%
Interest Earned	11,951	0.93%
Rent and Parking Fees	\$115,299	9.01%
Total	\$1,278,967	100.0%
SOURCE: Town reports		

The town depends heavily on local revenue to pay for education costs. The state subsidy for education typically accounts for only about one or two percent of total costs (see Table M.5). Its high property valuation means that Cranberry Isles qualifies only for minimal state education funding. The town share of K-12 education costs amounted to \$19,421 per pupil in 2007-2008. (The schools and education costs are also discussed in the *Public Facilities and Services* chapter.)

Table M.5 State School Subsidies, Cranberry Isles			
Year	State Subsidy Received	Total Education Appropriation	State Percent of Total
1994-1995	\$4,000	\$260,793	1.5%
1995-1996	\$4,500	\$259,743	1.7%
1996-1997	\$4,000	\$287,521	1.4%
1997-1998	\$5,000	\$284,572	1.8%
1998-1999	\$5,000	\$305,307	1.6%
1999-2000	\$4,100	\$288,604	1.4%
2000-2001	\$7,473	\$345,024	2.2%
2001-2002	\$7,663	\$344,792	2.2%
2002-2003	\$7,500	\$345,738	2.2%
2003-2004	\$5,500	\$294,104	1.9%
2004-2005	\$5,500	\$303,800	1.8%
2005-2006	\$20,000	\$347,936	5.7%
2006-2007	\$6,400	\$380,141	1.7%
SOURCE: Cranberry Isles town office			

6. Municipal Expenditure Trends

Expenditures between 2000 and 2007 for specific categories are shown in Table M.6. Protection includes fire and police; Health & Sanitation includes waste disposal; and Highway & Bridges includes transportation facilities such as roads, docks, floats and ramps. Significant fluctuations and increases are evident in nearly all categories; comparing any two years may not be representative of overall trends.

Table M.6 Expenditures, Cranberry Isles								
	2000	2001	2002	2003	2004	2005	2006	2007
General Government	61,523	61,218	67,959	82,278	155,597	201,255	210,948	181,832
Protection	17,883	21,208	24,693	28,224	52,261	39,797	58,068	50,644
Health & Sanitation	58,475	100,042	108,216	145,114	164,028	195,078	165,663	132,882
Highway & Bridges	111,997	118,596	306,036	240,856	273,919	170,988	233,218	243,285
Education	173,065	215,130	228,248	228,321	250,535	227,576	228,299	306,424
Unclassified	21,726	11,641	11,005	12,481	20,832	27,182	29,000	39,000
Assessments & Debt Service	43,052	60,263	136,151	257,304	353,841	411,568	348,647	378,078
Total Expenditures	487,721	588,098	882,308	994,578	1,271,013	1,273,442	1,273,843	1,332,145
SOURCE: Town reports								

Table M.7 compares each expenditure category as a percent of the total in 2000 to 2007. Education has moved from the highest category in 2000 (35.5%) to second highest in 2007 (23%). Assessments and Debt Service replaced Education as the highest percentage category, rising from 8.8 percent in 2000 to 28.4 percent in 2007.

Table M.7 Comparison of Expenditures as Percent of Total 2000-2007, Cranberry Isles				
Item	Amount 2000	Percent of Total 2000	Amount 2007	Percent of Total 2007
General Government	\$61,523	12.6%	\$181,832	13.6%
Protection	\$17,883	3.7%	\$50,644	3.8%
Health and Sanitation	\$58,475	12.0%	\$132,882	10.0%
Highways and Bridges	\$111,997	23.0%	\$243,285	18.3%
Education	\$173,065	35.5%	\$306,424	23.0%
Unclassified	\$21,726	4.4%	\$39,000	2.9%
Assessments and Debt Service	\$43,052	8.8%	\$378,078	28.4%
Total	\$487,721	100%	\$1,332,145	100%
SOURCE: Town reports				

Table M.8 shows the percent change in expenditures by category from 2000 to 2007. Overall, expenditures increased 173 percent (121 percent adjusted for inflation). The greatest increase is in Assessments & Debt Service, largely due to the Manset facility purchase, and wharf improvements. (Further discussion on debt service below.) The next highest categories are General Government and Protection. The increase in General

Government since 2000 is primarily attributable to the addition of a town office facility and town employees as well as updated equipment and technology. The change in Protection reflects the town's increased support of the volunteer fire departments. Changes in the Health & Sanitation figures are attributable to facilities and services associated with solid waste removal. As shown in Table M.6, these expenses spiked in 2005 and were lower in 2007. Solid waste costs are expected to remain at around 2007 levels for several years. Highways & Bridges, the transportation facilities and services associated with roadways and marine infrastructure, are expected to continue to be major budget items. Refer to Table M.6 more detail on these trends.

Table M.8 Percent Change in Expenditures, Cranberry Isles				
Item	Amount 2000	Amount 2007	Percent Change	% Change Adjusted for Inflation
General Government	\$61,523	\$181,832	196%	140%
Protection	\$17,883	\$50,644	183%	130%
Health and Sanitation	\$58,475	\$132,882	127%	84%
Highways and Bridges	\$111,997	\$243,285	117%	76%
Education	\$173,065	\$306,424	77%	44%
Unclassified	\$21,726	\$39,000	80%	46%
Assessments and Debt Service	\$43,052	\$378,078	778%	612%
Total	\$487,721	\$1,332,145	173%	121%
SOURCE: Town reports				

7. Debt Limits and Borrowing

The town entered 2008 with \$2,077,515 (principal) in long-term debt. Sources of this debt include two bonds and one loan. The two bonds totaling \$2.4 million were secured in 2003 with Maine Municipal Bond Bank for the inter-modal transportation facility in Manset. One is a 20-year tax-exempt bond; the other is a 20-year taxable bond. Also in 2003, the town secured a \$190,000 five-year loan from Bar Harbor Bank and Trust to finance repair of the pier on Great Cranberry. A \$300,000 five-year loan secured in 2002 to finance wharf construction on Islesford was retired in 2007. The voters have authorized the town to borrow up to \$90,000 for a fire truck and \$245,000 for a municipal garage, but these loans have not been secured.

The town borrowed a total of nearly \$2.6 million in 2003, as described above. At that time, the town had a valuation of \$120.7 million, so the debt amounted to approximately two percent of valuation. All other debt has been retired. Under state law, towns may

borrow up to 15 percent of their valuation (7.5 percent for schools and 7.5 percent for other sources). This means the town's debt is well within state limits.

8. Summary of Current Trends

In 2005 the Municipal Facilities Commission (now the Municipal Advisory Commission) formed a budget committee to work with the selectmen and town staff in preparing the annual budget. One major objective was to minimize both fluctuations and increases in taxes through a closer scrutiny of actual expenditures in recent past years as well as a more detailed discussion of the town's current and future needs. This coordinated effort has proven to be highly successful and is expected to continue. There is a concerted effort to participate in more long-term planning. MAC members will assist in the preparation of a capital improvement plan, integrating it with the continuing development of a 5-year budget. Additional goals include exploring restructuring debt with the help of an independent auditor and enhancing the town's accounting practices.

The town has converted its budget and accounting to an electronic database within a software system. This software was developed for use by town governments and enables the town to record and track with great detail monetary expenditures and activity in various accounts. Property assessments will also be recorded in this system, making them more readily accessible.

Revaluation of property town-wide is scheduled for 2009–2010 and may alter the tax rate (mil rate) and distribution of the tax burden. A likely result of revaluation is an overall increase in the value of property, with a slightly higher increase for coastal property owners. The mil rate will adjust down if the valuation increases at a higher rate than the tax commitment. However, revenue from property tax is anticipated to continue to grow.

Due to the town's high valuation, the prospects for significant state property tax relief are limited. Some additional revenue could be realized from excise taxes, ramp fees, or landing fees with stricter enforcement and/or new policies.

As mentioned in the *Public Facilities and Services* chapter, there are several capital projects and major ongoing maintenance and service expenditures that will affect future municipal budgets. These include the marine infrastructure (e.g. docks, floats, ramps), the roads and parking areas, and municipal facilities and equipment. Costs associated with other potential needs (e.g. expanded ferry service, affordable housing, elder care) and initiatives (e.g. economic development, sustainability efforts) also bring budgetary considerations. In planning for the future, the town should also consider the need for constructing a town office building or expanding the Manset property to a year-round facility, two major capital projects. This means that long-term capital investment and budget planning is particularly important, as it can smooth out major expenditures through intelligent budgeting and borrowing. The town will also continue to investigate sources of grant funds supporting capital projects.

9. Issues of Public Concern

Results of the public opinion survey conducted in conjunction with the development of this plan and other community outreach efforts identified the following issues:

- a. The town has limited sources of revenue beyond the property tax.
- b. Property taxes are high and continue to rise.
- c. There is a need for more long-term fiscal planning, coordinating the budget with forecasts for future capital improvement needs and major operational expenses.
- d. The benefits of state and federal grants should be weighed with the cost of applying and reporting as well as potential loss of local control.

N. INVENTORY AND ANALYSIS SUMMARY

1. Purpose

This chapter is a summary of the Inventory and Analysis section of the comprehensive plan. It summarizes the key issues Cranberry Isles faces and serves as the major focus of the *Goals and Objectives*. The first part of the chapter identifies the most pressing issues. The second part summarizes each chapter. These summaries are taken verbatim from the *Key Issues and Findings* section of each individual chapter. The third part identifies the major regional issues in the greater Mount Desert Island and Hancock County area.

2. Priority Issues

The community of Cranberry Isles that has been known by generations of year-round and seasonal residents is changing. Perhaps the most pressing issue is that the town risks losing its identity as a year-round community. It is difficult for younger families to move to or remain on the islands. They face challenges due to the high cost of housing, a ferry schedule that makes commuting to jobs on the mainland difficult and, for those who are unable to undertake intense physical labor, few well-paying job opportunities. Limited enrollment poses ongoing challenges to maintaining island schools.

3. Key Findings and Issues

A. Population

Cranberry Isles is one of the few towns in Hancock County to lose year-round population between 1990 and 2000. It has the fifth highest median age in the county, and the relatively small number of residents in the 18-44 age range is an ongoing concern. The town's population increases about nine-fold in the summer. Only Islesford and Great Cranberry normally have a year-round population. Preservation of the year-round community is perhaps the major population issue facing the town. A related issue is ensuring that the town has the capacity to absorb its increasing seasonal population.

B. Economy

In 2000, Cranberry Isles had a self-employment rate of 53 percent compared to a 16 percent rate for Hancock County. While the county labor force increased by 19 percent between 1990 and 2000, the labor force for Cranberry Isles decreased by 22 percent (from 79 persons to 62). Approximately 25 people commute from the mainland to the islands year-round. There is also some commuting in the other direction. The ferry service schedule makes commuting difficult.

Major sources of employment on the islands are lobster fishing and boat building. The lobster sector has been vulnerable historically, and a marked decrease in harvests and/or increase in operating costs would have a major impact on the town's economy. There is also employment in building construction, maintenance and property caretaking.

Employment opportunities increase in the summer when seasonal businesses are operating. The introduction of high-speed Internet service has facilitated telecommuting. This sector is likely to increase in the next few years.

C. Housing

The number of year-round homes in town decreased between 1990 and 2000, while the number of seasonal homes increased. As of 2000, about 80 percent of the homes in town were seasonal homes. Housing values are almost double the county median while incomes are only 9 percent above county levels. This means that affordable housing is a serious need in town. The town has taken some initial steps to address affordable housing but further efforts are needed. The town is projected to have 396 dwelling units (year-round and seasonal) by 2020 compared to 344 in 2000.

D. Transportation

The town roadway system consists of about six and a half miles of paved and gravel roads on Great Cranberry and Islesford. There is relatively little traffic and speed limits are low. However, heavy loads and equipment have caused road deterioration and damage. Both islands have experienced an increasing number of vehicles, causing congestion issues and safety concerns in the parking areas and on the roadways. Parking facilities (both on-island and off-island) are at or near capacity. Expansion options and/or new policies relating to parking should be considered to meet future needs based on the projected increase in demand during the summer months.

Ferry service is a critical component of the Cranberry Isles' transportation systems. The reduced schedule during the off-season and winter months does not accommodate daily commuting for residents to either jobs or schools on the mainland. This is a major transportation issue that has a significant impact on the town's population and economy. A Transportation Committee was formed in 2008 to make recommendations regarding the expansion of year-round ferry service.

E. Public Facilities and Services

Unlike many other small towns that can centralize operations, Cranberry Isles is a town of five islands, and often there is a need for duplicate facilities and services on individual islands, adding considerably to the per capita cost. Cranberry Isles has made many recent improvements in public facilities and services, but some challenges remain. Town staff has increased, while the administrative offices operate in a leased building that has limited potential for expansion. The net amount of solid waste being barged from the town's two transfer stations is increasing. Meanwhile more attention is being paid to improving sorting and to increasing recycling capacity. Fire protection and emergency response on the islands faces special challenges. This has become a larger issue in recent years due to reduced availability and the rising cost of fire insurance. The supervision and maintenance of the town's marine infrastructure, public roadways and parking facilities has become more demanding and expensive.

A major challenge facing the Cranberry Isles school system is sustaining the K-8 schools. The Islesford School had 13 students during the 2007-2008 school year. The Longfellow School on Great Cranberry has not had students since 2000. Student enrollment has ranged from 9 to 16 over the past ten years. Attracting and retaining young families as year-round residents, as well as expanding year-round ferry service, are key in achieving sustainable enrollment figures.

F. Recreation

The schools, town fields, and community organizations offer an assortment of outdoor and indoor recreation facilities. There are a variety of social events and programs for all ages year-round. About 19 percent of the total land area of 2,045 acres of the five major islands is in some form of protected open space. Perhaps the major recreation issue facing the town is maintaining public access to the shore. Protecting open areas is also an ongoing concern.

G. Marine Resources

The Town's marine resources are central to the prosperity, values, and quality of life in this island community. The harbors and harbor facilities serve as critical public gateways between the islands within the town and between the islands and the mainland. The two most predominant industries in town, lobster fishing and boat building, are marine dependent.

With summer visitation on the rise, the town is likely to face increased demands on its marine facilities and resources. It is important to ensure that not only the high quality of the surrounding marine waters remains protected from contamination, but also that harbor facilities are maintained at a high level and that the water dependent use zoning standards are adequate and enforced.

H. Water Resources

The primary water resource issue facing Cranberry Isles is the adequacy of groundwater supplies. Continued home building and increased per capita use could threaten the water table and supplies to private homes. There is also the threat of contamination from failing septic systems, abandoned motor vehicles, marine-related activities, and other sources. There is a great deal of uncertainty about the sources, quantity, and quality of the groundwater available on the islands; additional research is needed to provide a basis for possible additional regulation.

I. Natural Resources

The town hosts bald eagle habitats on both Great Cranberry and Islesford. There are also several areas of waterfowl and shorebird habitat. The mudflats, aquatic beds and eelgrass are also important habitat areas. The town also has countless scenic views. Natural

resource issues include control of the deer and mosquito populations and more general threats to the islands' fragile environment.

J. Agricultural and Forest Resources

There is virtually no large-scale commercial agricultural activity on the islands and very limited forestry. No land is held as either the farm or tree growth areas for purposes of taxation. The major forestry issue in town is the threat of forest fires, which can spread rapidly in an island environment. Another issue is the poor condition of many forested areas due to even-aged stands, limited management and deer browsing.

K. Historical and Archaeological Resources

The town has twelve known prehistoric archaeological sites, which are all Native American shell middens. Only three buildings are presently on the National Register of Historic Places. Given the islands rich history and many buildings of interest, it is likely that other sites would be eligible for Register listing.

L. Existing Land Use

With five primary islands, Cranberry Isles faces a unique set of land development challenges. Due to generally poor soils and its dependence on individual septic systems for waste disposal, the town has a very limited capacity to absorb new development. Also, significant acreage is constrained from future development through deed restrictions and conservation easements. At the same time, it has become a popular place for second homes, which now outnumber year-round homes by nearly a three to one margin.

M. Fiscal Capacity

Over the ten-year period 1998 to 2007, the Cranberry Isles' property tax commitment increased by 162 percent while the state equalized valuation increased 159 percent. This means valuations have nearly kept pace with revenue raised through local real and personal property tax. There has been relatively moderate property development over this period, so the increase in valuation is largely attributable to the real estate market. Therefore, even though the tax rate over this same ten-year period has been relatively stable, most property owners experienced significantly higher property tax bills. About 86 percent of local revenue in 2007 came from the property tax. State support for the schools amounted to about 1.7 percent of the total school budget.

While all categories of expenditures have increased from 2000 to 2007, the most significant change was in debt service. In 2003, the town financed approximately \$2.6 million through two bonds and one loan. At that time, this represented about two percent of valuation, well below state limits. No additional borrowing has occurred, although the voters have authorized up to \$335,000 in additional loans. Assessments and Debt Service increased 778 percent (from \$43,052 to \$378,078). Other categories of notable growth in

terms of dollars include General Government and Protection; however, in terms of percent of total budget these categories have remained relatively unchanged. As is discussed in the *Capital Investment Plan*, the town faces several potential capital projects that involve assuming more indebtedness and/or securing grant funds.

4. Regional Issues

As an island community, Cranberry Isles is affected by what happens on nearby mainland communities. Traffic congestion is a major issue since it makes it harder for islanders to reach various parts of the region and travel delays increase the risk of missing ferry connections. Island families are also dependent on the mainland for high school education. Sustaining the area economy and protecting marine resources both require a regional approach.

II. GOALS, OBJECTIVES AND IMPLEMENTATION STRATEGIES

1. Purpose

This section presents goals and objectives for the town of Cranberry Isles. Goals are general statements for the town's future and are followed by more specific objectives, which sometimes recommend specific actions and/or implementation strategies. These goals and objectives are presented by categories that correlate to the Inventory and Analysis chapters. As will be seen, they are often interrelated. While this plan contains some highly specific recommendations, residents are reminded that planning is an ongoing process, and that periodic updating of these goals will be required to keep them relevant.

2. Vision Statement

Cranberry Isles aims to grow and prosper while fostering its values and unique character as an island community. The town is committed to sustaining a balance between a viable year-round and seasonal community and to supporting the traditional island way of life. This will involve ensuring adequate and diverse year-round job opportunities and housing options as well as developing and/or improving the public services, facilities and transportation system necessary to support a viable year-round community. It will also require protecting the town's natural resources, open space, and remote areas to ensure the quality of island life is preserved, the supply of fresh water is sufficient, and the fishing community and other marine-dependent sectors remain strong. The town is committed to realizing this vision with an ethic of social responsibility and in a manner that contributes to the environmental sustainability of the islands.

3. Category-Specific Goals

A. Population

Summary of Goals: Cranberry Isles is committed to supporting a strong year-round population, maintaining a population composed of all age groups, and sustaining its seasonal population.

Goals and Strategies:

1. Stabilize and grow the number of year-round residents in the Cranberry Isles, while achieving a healthy balance with the seasonal population.
 - a. Support measures that provide housing options for a variety of income levels.
 - b. Place high priority on continued excellence in island schools and continued improvements to educational programs and facilities.
 - c. Support measures that enhance and expand the viable options for employment and year-round residency on the islands, such as changes/expansion in ferry service schedules and continued improvement in Internet access.

- d. Protect the islands' natural resources through ongoing conservation efforts, programs that protect threatened resources, and by placing emphasis on sustainable practices in all aspects of island life.
- e. Support social, cultural and recreational activities that enhance the quality of life for all residents.

Implementation Strategy: These are addressed throughout the Goals and Objectives section.
--

Responsibility: Identified under other goals

Time Frame: Ongoing

2. Increase the number/percentage of year-round residents in the 18-44 age group (those of prime child-bearing age).

- a. Support measures that foster family life and make the islands attractive to young families with children, such as, but not limited to: maintaining the quality of the schools on both primary islands, enhancing cultural opportunities and resources, providing employment opportunity and ensuring housing options for a variety of incomes.

Implementation Strategy: Same as A.1, a-e.

Responsibility: Same as A.1, a-e.
--

Time Frame: Same as A.1, a-e.

3. Address the needs of the elderly so that they are more likely to remain in residency on the islands.

Implementation Strategy: Town continues to work with groups such as Healthy Acadia, Washington Hancock Community Agency, Seacoast Mission, and the MDI hospital in conducting a needs assessment for the town's elderly population. This assessment would focus on what actions or services are necessary in order to keep the elderly in their own homes as long as possible. These steps may include, but are not limited to, assuring that there are opportunities for home-based care.

Responsibility: Select board appoints committee
--

Time Frame: 2010 committee appointed; 2011 assessment
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4. Seek out information, ideas, and resources from other island communities and non-profit groups that support sustaining the year-round population.

Implementation Strategy: Town continues to exchange ideas and information with other Maine island communities and organizations. The town also welcomes the resources of the Island Institute's fellowship program and other available resources.
--

Responsibility: Select board and other relevant committees

Time Frame: Ongoing

B. Economy

Summary of Goals: Cranberry Isles seeks to grow its economy, support the growth of year-round jobs, and make it possible for residents to access employment off-island. It also seeks to preserve its seasonal sources of employment and to encourage home-based businesses, micro-businesses and local entrepreneurial activities.

Goals/Strategies:

1. Increase the number of year-round and seasonal jobs on the Cranberry Isles.
 - a. Support measures that promote local economic development and initiatives, particularly those that are environmentally sustainable and/or provide efficiencies to small business and the self-employed;

Implementation Strategy: Create an economic development committee that, with help from the Hancock County Planning Commission (HCPC), seeks Community Development Block Grant (CDBG) funds or comparable sources of funding for an economic development strategy. This strategy will identify technical assistance and funding resources for small business assistance including, but not limited to, shared work space, revolving loan funds, incubator without walls, Eastern Maine Development Corporation and the Small Business Development Center.

Responsibility: Select board appoints economic development committee that works with HCPC to seek the grant and oversee the development of the strategy.

Time Frame: 2009 committee appointed; 2010-2011 strategy completed

- b. Promote marine-related industries and tourism ventures that support the goals of environmental sustainability and natural resource protection; and
 - c. Support the fishing industry on the islands through measures that help retain the historic number of fishing licenses and make operations affordable.

Implementation Strategy: (b & c) These will be addressed through the economic development strategy and working with the Maine Department of Marine Resources to address fishing license matters.

Responsibility: Economic Development Committee

Time Frame: 2010-2011

2. Increase the balance and diversification of employment sectors represented in the Cranberry Isles.
 - a. Work to improve the winter ferry schedule to facilitate commuting to and from the islands;

Implementation Strategy: Continue to investigate changes in ferry service and schedule to facilitate commuting between the islands and the mainland.

Responsibility: Transportation committee and select board
--

Time Frame: 2009-2010

- b. Explore economic incentives for new businesses and small businesses gaining efficiencies through cooperative efforts;

Implementation Strategy: The economic development committee meets with the various economic development groups identified Goal B.1.a to determine what incentives are most suited for conditions in town.

Responsibility: Economic development committee in conjunction with existing and potential business owners.

Time Frame: 2010-2011

- c. Promote economic development in sectors that are consistent with the goals of long-term environmental sustainability on the islands;

Implementation Strategy: This will be addressed in the economic development strategy and also in the land use ordinance that contains environmental protection standards.

Responsibility: Same as 2.b.

- d. Continue to ensure access to high-speed Internet and other technologies that facilitate business opportunities on the islands; and

Implementation Strategy: The quality and speed of service is periodically reviewed by the select board, and updated as necessary to provide an effective service in the long term.

Responsibility: Select board

Time Frame: Next review 2011-2012 unless there is a disruption of service. In the interim, the town remains in contact with county-wide and state-wide groups overseeing Internet service issues.

- e. Support measures that minimize the impact and maximize the revenues from tourism. Communicate effectively with day visitors about island policies and public access routes. Explore measures to capture tourist related revenues for upkeep of island facilities and infrastructure utilized by tour boats and tourists.

Implementation Strategy: Ensure that signage at town docks adequately informs visitors of town policies. Also place this information at departure points on the mainland and on the ferry schedules.

Responsibility: Select board or designee

Time Frame: Initiate 2010; then ongoing

C. Housing

Summary of Goals: Cranberry Isles seeks to have a diversity of safe, energy-efficient and sustainable housing stock that provides the opportunity for people of all income levels and ages to live in the town year-round. The goal is to have 10 percent of new housing affordable to households earning 120 percent or less of the county-median income and for new housing to be built utilizing modern technologies for energy efficiency.

Goals and Strategies:

1. Maintain adequate housing stock to support the year-round community.
 - a. Seek housing rehabilitation funds from sources such as, but not limited to, Washington Hancock Community Agency, Community Development Block Grant program, Maine Housing and USDA Rural Development. Information on these funds shall be made available to improve substandard homes of income-eligible year-round residents;

Implementation Strategy: Town contacts these agencies and, when proven competitive, applies for these funds. Town communicates relevant information to residents re: eligibility and funding assistance to individual applicants.
--

Responsibility: Select board with assistance from the Hancock County Planning Commission.
--

Time Frame: Initial contact 2010-2011
--

- b. Allow accessory apartments (also known as in-law apartments or accessory dwelling units) in all zones with no change in lot size requirements from those required for single unit dwellings if water supply, waste water disposal conditions, and state shoreland zoning requirements allow;

Implementation Strategy: These standards will be incorporated into the proposed land use regulations.
--

Responsibility: Planning board or designated subcommittee.

Time Frame: 2011-2012

- c. Allow multifamily housing (three or more units) in a portion of the designated growth areas under conditions that reflect soil and water supply limitations, public safety and small town character. This will involve ensuring that all units built are accessible to safety vehicles, meet all fire codes and reflect the current ability of the fire department to fight fires (in terms of training, staffing and equipment). Standards would also address height limitations, vegetative buffers and setbacks from surrounding properties, as well as sustainability goals recently adopted by the select board; and

Implementation Strategy: These standards will be incorporated into the proposed town-wide land use regulations. The town would also enact building code standards for multifamily units. (See also the Future Land Use Plan).
--

Responsibility: Planning board or designated subcommittee.

Time Frame: 2011-2012

- d. Encourage energy efficiency and green building standards for all new construction and major rehabilitation ventures. Explore economic incentives for use of LEED-designated materials and building practices.

Implementation Strategy: Planning board obtains relevant information from sources such as Maine State Housing and makes information available at the town office for prospective builders. Town works to incorporate green building standards into applicable codes.

Responsibility: Planning board

Time Frame: 2011-2012

- 2. Increase opportunities for affordable housing, particularly for young adults and families wanting to live year-round in the Cranberry Isles.

- a. Support the efforts of Cranberry Isles Realty Trust (CIRT) and other programs that seek to provide new affordable year-round housing opportunities for all age groups on the islands;

Implementation Strategy: CIRT informs select board about its goals and programs; together they explore strategies for town to support these goals and programs.
--

Responsibility: CIRT and select board
--

Time Frame: Ongoing

- b. Endorse town-sponsored incentives to increase stock of affordable housing units.

Implementation Strategy: Research strategies adopted by other municipalities and CIRT supported efforts. These may include, but are not limited to, donation of town-held land for affordable housing.

Responsibility: CIRT

Time Frame: Ongoing

- 3. Ensure that new housing and other new development will not threaten the long-term viability of water quality and supply on the islands.

Implementation Strategy: Conduct a town-wide water survey and hydrology study to measure and assess the water supply and demand. (This strategy was initiated in 2008 by members of the comprehensive plan steering committee and Municipal Advisory Commission (MAC).
Responsibility: Planning board and select board
Time Frame: 2011

D. Transportation

Summary of Goals: Cranberry Isles seeks to have a transportation system that promotes the cost-effective, energy-efficient, safe and efficient movement of goods, people and services between the islands and to/from the mainland. The town also seeks to regulate the quantity and condition of motor vehicles operating on the islands.

Goals and Strategies:

1. Improve ferry service between the islands and from the islands to the mainland to enable off-island employment and inter-island movement year round.
 - a. Explore options for commuter boats that operate on a year-round basis, allowing residents to access employment and other services on the mainland and allowing students to access sports and other extra-curricular activities on the mainland; and
 - b. Advocate reduced ferry fares for residents traveling island to island.

Implementation Strategy: Transportation committee continues to research options with ferry service providers to negotiate a schedule and financial arrangements that will be advantageous to the islands in the long-term for both summer and winter residents. This committee will continue to consult with Municipal Advisory Commission (MAC) and report to the select board.
Responsibility: Transportation committee, MAC, and select board
Time Frame: 2009-2010

2. Work to reduce the number and use of motorized vehicles on the islands and beyond. Promote safe and environmentally sound alternatives.
 - a. Explore the potential for an island-based minibus or shared taxi service;
 - b. Investigate the feasibility of a shared vehicle/golf cart model on the islands;

Implementation Strategy: (a & b) Select board extends transportation committee's role and scope of work to include land transportation issues. Transportation committee explores the feasibility of options on the islands and mainland.
Responsibility: Transportation committee
Time Frame: 2010-2011

- c. Cooperate with MDI towns in retaining and possibly expanding the Island Explorer bus service;

Implementation Strategy: Transportation committee continues to work with towns on MDI to evaluate current service and determines what, if any, expansions are feasible.
Responsibility: Transportation committee
Time Frame: 2010-2011

- d. Encourage the use of alternative vehicles such as electric cars, golf carts etc. for use on the islands. Explore incentives for use of such vehicles on the islands; and

Implementation Strategy: Transportation committee explores options by contacting various groups in other communities that have implemented such measures.
Responsibility: Transportation committee
Time Frame: 2011-2012

- e. Cooperate with county-wide ventures to develop park and ride lots, vanpooling and similar ride-sharing measures on the mainland.

Implementation Strategy: Transportation committee continues to work with towns on MDI, Hancock County Planning Commission and Maine Department of Transportation to assure that Cranberry Isles' needs and interests are reflected in county-wide planning ventures.
Responsibility: Transportation committee
Time Frame: When these ventures take place, all towns will be notified.

- 3. Ensure that vehicles operating on town roads meet noise, safety and emission regulations and have minimal impact on the environment.

- a. Continue to require registration of vehicles brought onto the islands;
- b. Enforce speed limits on town roads, especially during warmer months when number of pedestrians and children on roads increases;
- c. Enforce existing regulations prohibiting the operation of motorized vehicles in ecologically fragile areas, such as beaches, wetlands, and intertidal zones; and
- d. Continue the removal of derelict vehicles, especially where they pose a threat to groundwater.

Implementation Strategy: This is a continuation of existing policy and also of state and federal regulations protecting fragile ecological environments. If enforcement not successful through local community effort, this will be accomplished through an expansion of constable's powers.
Responsibility: Constables and select board
Time Frame: Ongoing

- 4. Continue to undertake measures to ensure adequate and environmentally sound parking, both on the islands and at mainland docking facilities.
 - a. Inform public about current parking policies and procedures;

- b. Enforce parking limitations at town docks, through notification, ticketing, and removal when necessary.

Implementation Strategy: (a & b) Select board oversees dissemination of information and enforcement of regulations, including notification of violations.
Responsibility: Select board
Time Frame: Ongoing

- c. Review town-controlled mainland parking arrangements annually to determine if additional improvements are needed. List any needed improvements in the capital improvement plan; and

Implementation Strategy: Facilities supervisor, with assistance from MAC, monitors existing arrangements and makes recommendations to BOS for needed improvements.
Responsibility: Facilities supervisor, Municipal Advisory Commission (MAC) and select board
Time Frame: Annually

- d. Design any new or expanded parking facilities to meet stormwater runoff standards and protect marine water quality.

Implementation Strategy: Facilities supervisor contacts Maine DEP to obtain recommendations on the most recent best management practices for stormwater runoff. These practices serve as the guidelines for standards incorporated into municipal ordinances.
Responsibility: Facilities supervisor, MAC and BOS recommend standards; planning board incorporates into land use ordinances.
Time Frame: 2010-2011

5. Promote safe and efficient operation of bicycles.

- a. Install bike racks at public places around the islands; and

Implementation Strategy: Facilities supervisor identifies potential locations and recommends that funds for racks be included in the municipal budget.
Responsibility: Facilities supervisor
Time Frame: 2009-2010

- b. Promote bicycle safety courses in the schools;

Implementation Strategy: School committee determines if such courses are presently offered and, if not, encourages that they be offered.
Responsibility: School committee
Time Frame: Ongoing

E. Public Facilities and Services

Summary of Goals: Cranberry Isles seeks to maintain and improve town facilities and services in a cost-efficient and sustainable manner that anticipates the growth and development of the town while also being fiscally responsible and mindful of the impact on property taxes.

Goals and Strategies:

1. Maintain town infrastructure, including piers, floats, ramps and roads at a safe and effective level.

- a. Empower the Municipal Advisory Commission (MAC) to create and maintain a town capital improvement plan; and

Implementation Strategy: MAC, with assistance from facilities supervisor and town treasurer, contacts all departments and other town-funded entities to develop a six-year schedule of capital improvements and funding sources. This schedule is updated annually.
--

Responsibility: MAC

Time Frame: Annually

- b. Seek federal and state funding for repairs to piers, floats, ramps, seawalls, and landings, as well as town roads.

Implementation Strategy: Facilities supervisor, with assistance from MAC, contacts various funding agencies to ascertain what sources are available. This is done in conjunction with the Hancock County Planning Commission.
--

Responsibility: Facilities supervisor and MAC
--

Time Frame: Ongoing

2. Town government and administration: Cranberry Isles aims to maintain and, if necessary, expand measures that support a responsible, efficient and effective town government. This shall be accomplished through the following steps:

- a. Provide the town government with adequate technical support and other resources to update town records and computerize permitting and tax procedures;

Implementation Strategy: These items are included in the annual operational budget of the town.
--

- b. Work toward the development of a municipally owned town office that meets all federal requirements for handicapped accessibility and meets the highest LEED standards;
 - c. Consider feasibility of offering town office services periodically (weekly/monthly) on Great Cranberry (or Islesford if town office is re-located to Great Cranberry);

Implementation Strategy: (b & c) MAC explores possible sites and, if proven cost-effective, recommends establishment of a capital reserve account for eventual construction of a town office on one of the primary islands with options for alternative space on the other primary island.

Responsibility: MAC

Time Frame: 2010

- d. Assess safety, accessibility, and environmental impact of all municipal capital improvement projects; adopt LEED building practices in maintaining, constructing or renovating town facilities; and.

Implementation Strategy: MAC and/or sustainability committee researches standards and drafts recommended guidelines for the town to use.

Responsibility: MAC and sustainability committee

Time Frame: 2012-2013

- e. Town will continue to explore options for regional sharing of services;

Implementation Strategy: MAC and/or select board continue working with Acadia Disposal District, mainland school officials and others
--

Responsibility: MAC and select board

Time Frame: ongoing

3. Solid waste and recycling: The plan recommends that it be town policy to maintain and expand its comprehensive recycling and solid waste management program with emphasis on environmental sustainability. This shall be accomplished through the following steps:

- a. Continue to support and expand recycling efforts across the islands by ensuring adequate facilities, public education and enforcement;

i. Facilities: Ensure that recycling containers are adequate to promote material separation so that the highest possible recycling rate is achieved.

ii. Public Education: Develop pamphlets that explain current town recycling policy and post signs at both transfer stations explaining these policies.

iii. Enforcement: Ensure that both transfer stations are adequately fenced to minimize after hours disposal and that illegal dumping of materials is prosecuted.

Implementation Strategy: Select board, with assistance from MAC and Acadia Disposal District Representative, works with technical assistance providers such as the Hancock County Planning Commission, Maine State Planning Office in developing appropriate policies and procedures. They also coordinate their efforts with the Acadia Disposal District.
--

Responsibility: Select board

Time Frame: 2012-2013

- b. Periodically review the current system of trash disposal and removal on the islands to ascertain if any changes are needed in contractual arrangements;

Implementation Strategy: Facilities supervisor, with assistance from MAC, select board, and Acadia District Representative, monitors costs and compares those costs to what other towns are paying.
Responsibility: Facilities supervisor
Time Frame: Every two years

- c. Promote the environmentally sound management of construction and demolition debris (CDD). This will involve strict adherence to DEP regulations as well as chipping clean wood and recycling other materials whenever economically feasible. Overall town policy will be to minimize the amount of CDD that is buried in landfills on or off the islands and to introduce fees for such disposal;

Implementation Strategy: Select board works with technical assistance providers, such as the Hancock County Planning Commission and Maine State Planning Office in developing appropriate policies and procedures. The committee also coordinates its efforts with the Acadia Disposal District.
Responsibility: Select board
Time Frame: 2012-2013

- d. Continue working toward regular and effective disposal of household hazardous waste and universal waste;

Implementation Strategy: The town participates in annual collections sponsored by entities such as the Acadia Disposal District and the Hancock County Planning Commission and supports efforts, if proven cost-effective and practical to create a permanent collection facility in Eastern Maine.
Responsibility: Select board
Time Frame: Ongoing

- e. Continue to promote backyard composting of yard and leaf waste and pre-consumer vegetable food waste. If feasible, develop a small-scale yard and leaf waste composting site at the transfer stations; and

Implementation Strategy: The town sponsors the periodic bulk sale of compost bins by entities such as the Hancock County Planning Commission. It also promotes backyard composting workshops sponsored by University of Maine Cooperative Extension. It assesses the feasibility of a yard and leaf waste composting site at the transfer station.
Responsibility: Sustainability committee
Time Frame: Ongoing for bin sales and workshops; 2011 for yard and leaf waste.

- f. Explore potential local uses of material recycled on the islands (e.g., finely crushed glass used for sub-base aggregate in roads).

Implementation Strategy: Sustainability committee and MAC work with solid waste technical assistance providers such as the State Planning Office.
--

Responsibility: Sustainability committee and MAC

Time Frame: 2010-2013

4. Fire protection and ambulance service: It is town policy to provide residents with an adequate level of fire protection, ambulance and other emergency-related services. Progress toward this goal shall be measured in part by achieving a favorable Insurance Services Office fire insurance rating. This shall be accomplished through the following measures:

- a. Continue to support training opportunities that allow firefighting personnel and emergency responders to meet state certification requirements;

Implementation Strategy: Fire department members and first responders regularly attend training sessions on the mainland or elsewhere. Select board considers pay for training time; town budget is adjusted accordingly.
--

Responsibility: Fire department with support from the select board.
--

Time Frame: Ongoing

- b. Include necessary firefighting and first responder vehicles/equipment in the capital improvement plan;

Implementation Strategy: This is a continuation of current policy.

- c. Ensure adequate access to all buildings for fire and other emergency vehicles. Support housing standards that set height restrictions and minimum setbacks compatible with fire safety standards.

Implementation Strategy: This will be addressed through land use ordinance revisions.
--

Responsibility: Planning board or its designee

Time Frame: Ongoing

- d. Continue to educate residents about the 911 emergency response system and about other aspects of emergency response on the islands;

Implementation Strategy: Brief educational material is included in sources such as the annual town report and is circulated through public notices and general mailing to all residents annually in early summer.
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Responsibility: Fire department/first responders

Time Frame: Initial 2009-2010; then ongoing
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- e. Support the construction of adequate indoor storage facilities for emergency vehicles;

Implementation Strategy: Capital reserve accounts are included in the capital improvement plan.
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- f. Ensure that the horn system can be heard at all locations on the respective islands or replace it with a more efficient notification system;

Implementation Strategy: Fire department explores additional locations.
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Responsibility: Fire department
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Time Frame: 2010

- g. Build fire ponds and install dry hydrants in areas where access to water for firefighting is limited;

Implementation Strategy: Fire department recommends locations. Site plan review and subdivision ordinances are amended to give planning board authority to require on-site provision of water (through dry hydrants, fire ponds, cisterns or similar measures) for fire fighting purposes.

Responsibility: Fire department (for recommended locations); planning board (for ordinance provisions)

Time Frame: 2010

- h. Encourage the removal of dry brush and dead trees and limbs from wooded areas and within 50 feet of buildings; and

Implementation Strategy: This is stressed in fire prevention education efforts.
--

Responsibility: Fire department
--

Time Frame: Ongoing

- i. Require sprinklers in all new commercial and multi-family construction and instituting a town-wide monitoring system.

Implementation Strategy: Town enacts multifamily/commercial building code.

Responsibility: Fire department recommends code to select board; select board puts it on town meeting warrant.

Time Frame: Ongoing

5. Police Protection: The plan recommends that current police protection arrangements continue and that the select board work with the County Sheriff's Department and the Maine State Police to improve response time to emergencies.

Implementation Strategy: This is a continuation of current arrangements.

6. Education: The plan views the island schools as the most essential institution of island life. The plan supports sustaining a strong elementary school education program on both primary islands and maintaining close links with complementary educational and extracurricular activities on nearby mainland towns. This shall be accomplished through the following measures:

- a. Keep both schools (Islesford and Great Cranberry) officially open and resume classes on Great Cranberry as soon as a viable enrollment threshold is reached;

Implementation Strategy: This is a continuation of current arrangements.

- b. Support ferry schedule changes that allow high school students to commute to class and access extra-curricular activities on the mainland and facilitate the travel of K-8 students to mainland activities;

Implementation Strategy: See Transportation goal D.1.
--

- c. Support professional development for island teachers, including networking opportunities with other teachers on Maine's outer islands;

Implementation Strategy: Ensure that teachers are given the resources and time to participate in relevant professional development activities, including those with counterparts from other islands.

Responsibility: School committee

Time Frame: Ongoing

- d. Offer K-8 extra-curricular activities, such as music and sports, on the islands; to the extent possible, include mainland and outer island students in these activities;

Implementation Strategy: School committee requests that funds for this purpose be put in annual school budget.

Responsibility: School committee

Time Frame: Ongoing

- e. Retain the current teacher housing on Islesford and pursue options for additional units in the town; and

Implementation Strategy: School committee assesses the need for additional teacher/staff housing and recommends its creation if necessary. Expenditures will be included in the capital improvement plan.
--

Responsibility: School committee

Time Frame: 2010

- f. Ensure that school buildings are safe and well-maintained; explore physical improvements that would enhance instruction.

Implementation Strategy: School committee assesses current use of building space, including school basement area, and recommends improvements. Expenditures will be included in the capital improvement plan.
--

Responsibility: School committee

Time Frame: 2010

7. Public Works: The plan supports continuation of current public works arrangements and the regular replacement of capital equipment needed for the safe and efficient operation of maintenance and related functions.

- a. Work toward improving accessibility and safety of all public facilities.

Implementation Strategy: This is a continuation of current arrangements. The specific schedule of expenditures is included in the capital improvement plan.
--

8. Postal Service: The plan supports retention of post offices on both primary islands.

Implementation Strategy: Select board works with the U.S. Postal Service to determine what steps, if any, are necessary to keep both post offices open.
--

Responsibility: Select board

Time Frame: Ongoing

F. Recreation

Summary of Goals: Cranberry Isles wishes to provide a range of recreation programs and facilities that recognize the limitations of the municipal budget. It also aims to ensure that there is adequate, protected open space in town for the enjoyment of all residents.

Goals and Strategies:

1. Open Space: Protect the open spaces and scenic beauty of the area for continued recreational use and enjoyment through the following measures:

- a. Ensure that existing and future conservation easements and similar restrictions that promote the preservation of open space are enforced;

Implementation Strategy: Planning board retains a local record of all conservation easements placed on developments it reviews. It also asks that land trusts and others involved in placing easements keep the town informed.

Responsibility: Planning board

Time Frame: Ongoing

- b. Work with area land trusts to include key scenic areas as priority targets for voluntary scenic easements; consider town incentives for landowners to include public access in easement;

Implementation Strategy: Comprehensive plan steering committee shares the list of key scenic areas with local land trusts.

Responsibility: Comprehensive plan steering committee
--

Time Frame: 2010-2011

- c. Protect the natural ecosystems of the Cranberry Isles to ensure their health and viability as a recreational resource; and

Implementation Strategy: Disseminate information to residents and visitors re: respecting fragile natural features. Regulations on access by vehicles are enforced.
--

Responsibility: Sustainability committee with assistance from MAC (for information); law enforcement officers (for enforcement)
--

Time Frame: Ongoing

- d. Seek access to additional open space for recreational purposes.

Implementation Strategy: Work with local land trusts and property owners to encourage public access to at least some of the conservation protected land.

Responsibility: Select board or its designee

Time Frame: Ongoing

2. Public Access: The plan supports retaining current public access points to the shore and assessing if new points are needed. This shall be accomplished through the following measures:

- a. Ensure that public access points are well identified and the boundaries with private property are clearly marked;

Implementation Strategy: Funds for this purpose are included in the town operating budget. The facilities supervisor sees the work is completed.

Responsibility: Facilities supervisor
--

Time Frame: 2012-2013

- b. Enforce existing regulations prohibiting the operation of ATV's and other motorized vehicles in ecologically fragile areas such as beaches, marshes, wetlands, and inter-tidal zones;

Implementation Strategy: This is a continuation of current policy.

- c. Determine if additional right-of-ways exist that would enhance public access to the shore; and

Implementation Strategy: Select board seeks Right-of-Way Discovery Grants from the State Planning Office to investigate any potential access points.

Responsibility: Select board

Time Frame: When the funds become available and there is a potential site in town.

- d. Educate landowners about the tax advantages of granting public access easements across their properties.

Implementation Strategy: Informational material on the program is made available at the town office.
Responsibility: Town office staff
Time Frame: Ongoing

3. Town Recreational Facilities: The plan supports the following measures to ensure the protection and development of town recreational facilities for the use and enjoyment of all:

- a. Maintain/improve the condition and availability of town fields on both islands for public recreational use;

Implementation Strategy: This is accomplished through a combination of privately raised funds and the annual operations budget of the town.
--

- b. Ensure that playgrounds remain open, welcoming and free of hazards; and

Implementation Strategy: This is accomplished through regular maintenance as provided for in the annual operations budget of the town and through notification of violators.

- c. Investigate the development of improved indoor recreational facilities for year-round use.

Implementation Strategy: Select board appoints committee with representatives from the school committee and MAC to work with facilities supervisor in assessing needs and making recommendations.
Responsibility: Select board, facilities supervisor and appointees
Time Frame: 2013-2014

G. Marine Resources

Summary of Goals: As an island community, the protection and enhancement of Cranberry Isles marine resources is essential to maintain the community's way of life. This includes practicing responsible environmental stewardship in all town affairs, particularly with regard to marine resources. The town wishes to manage its marine resources in a manner that ensures that they can be used and enjoyed by all residents and taxpayers while also protected from any threats to their long-term viability. Preservation of the marine environment and fishing community are among the town's top priorities.

Goals and Strategies:

1. Minimize any threats to marine water quality and upgrade current conditions in the town's harbors through the following measures:

- a. Enforce existing policies and regulations that protect the harbors and waters of the islands from dumping, runoff, and other sources of pollution;

Implementation Strategy: Select board seeks assistance from harbor committee and shellfish committee to assess need for increased enforcement and includes needed funds in the town budget.
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Responsibility: Select board, harbor committee, shellfish committee
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Time Frame: 2010-2011

- b. Support ongoing review and improvements to the March 2007 Harbor Ordinance, which addresses the docking of boats and parking of vehicles at town docks;

Implementation Strategy: Harbor committee oversees enforcement and periodically reviews effectiveness of current harbor ordinance.

Responsibility: Harbor committee

Time Frame: 2010-2011

- c. Enforce existing laws and regulations regarding the management and protection of marine resources in the town, especially shellfish areas. Support pollution elimination efforts that would result in the re-opening and seeding of areas closed to shell fishing.

Implementation Strategy: Shellfish committee determines if town requires services of a shellfish warden. The committee works with the Maine Department of Marine Resources in shellfish flat re-opening efforts.

Responsibility: Shellfish committee
--

Time Frame: 2010 for warden; ongoing

- d. Ensure that any insect or pest control methods used on the islands do not have a detrimental effect on marine resources or marine life;

Implementation Strategy: For town-sponsored operations (such as maintaining town properties) this will be part of the “green” development and maintenance policies. Information on environmentally sound practices will be communicated to community members.
--

Responsibility: Facilities supervisor
--

Time Frame: Ongoing

- e. Ensure that future development does not detract from, infringe upon, pollute or threaten the local or regional marine resources. Promote regulation that sufficiently protects marine water quality and that considers storm water runoff, extent of impervious surface and all other non-point sources of pollution;

Implementation Strategy: This will be addressed through the land use ordinance drafting process.

- f. Monitor the functioning of all licensed overboard discharges to assure that they meet all DEP standards; and

Implementation Strategy: Local plumbing inspector contacts the DEP for direction on how to best monitor the licensed discharges.

Responsibility: Local plumbing inspector

Time Frame: Ongoing

- g. Support measures that reduce the pollution of marine waters, such as the use of electric outboard motors and inform harbor users of Department of Marine Resources Clean Boatyard and Marina Program.

Implementation Strategy: Informational materials are placed at counters at the town office and distributed to the harbor committee

Responsibility: MAC and Harbor Committee

Time Frame: 2011-2012

2. Actively preserve the working waterfront through the following measures:

- a. Review and, if necessary, revise the water-dependent use provisions in the shoreland zoning ordinance to ensure that they are adequate to prevent conversions to other uses;

Implementation Strategy: This will be addressed through the shoreland zoning ordinance revision process.

- b. Assess the facility and infrastructure needs of the fishing communities and provide town grant sponsorship for relevant improvement ventures;

Implementation Strategy: Select board meets with harbor committee, fishermen's coop and other representatives of fishing interests to offer grant sponsorship.

Responsibility: Select board takes lead.

Time Frame: 2010-2011

- c. Support regional efforts to diversify the marine economy and promote the development and marketing of new marine-based ventures that operate in an environmentally sustainable manner; and

Implementation Strategy: Economic development committee (see Goal B.1) monitors potential opportunities with technical assistance from organizations such as Coastal Enterprises, Maine Dept of Economic and Community Development, and Eastern Maine Development Corp.
--

Responsibility: Economic development committee takes lead.

Time Frame: 2012-2013

- d. Inform owners of eligible properties of their right to request current use taxation for water dependent uses.

Implementation Strategy: Informational material on the program is made available at the town office.
Responsibility: Town office staff
Time Frame: Ongoing

H. Water Resources

Summary of Goals: Cranberry Isles seeks to maintain and, where needed, restore the quality of its ground and surface water resources in a manner that respects the fragile nature of its water supply.

Goals and Strategies:

1. Protect the quality and quantity of fresh water on the islands to ensure long-term support of residential and commercial uses:
 - a. Undertake a study to determine the quantity and quality of fresh water resources on the islands and to identify threats to the long-term safety of the water resource. The study should:
 - i. Determine the quantity of fresh groundwater available to the islands;
 - ii. Identify any threats to groundwater quality;
 - iii. Establish a plan and enforcement measures to see that hazardous sites are cleaned up;
 - iv. Establish policies regarding the management and protection of our water resources;
 - v. Consider rainwater collection devices for use on the islands, and
 - vi. Ensure that future development does not detract from, infringe upon, pollute or threaten local water resources.

Implementation Strategy: MAC contacts the Maine Geological Survey for guidance in determining parameters and likely cost of a study. Funds are included in the municipal budget, an oversight committee is formed, a request for proposals is issued and a consultant is hired. (See housing goal C.3.)
Responsibility: MAC
Time Frame: 2010

2. Ensure that public policy and infrastructure improvements respect and protect the quality of wetland and marsh areas on the islands.

Implementation Strategy: As part of the town “green” development policy, town assures that all state-mandated protection measures are followed rigorously during town-sponsored construction projects.
Responsibility: Code enforcement officer
Time Frame: Ongoing

3. Ensure that road construction/repair and culvert installation/replacement does not interfere with natural drainage patterns of marsh and wetland areas on the islands.

Implementation Strategy: Facilities supervisor contacts Maine DOT Local Roads Center and Hancock County Soil and Water Conservation District for examples of environmentally sensitive road construction policies. These are incorporated into the “green” development policy.

Responsibility: Facilities supervisor
--

Time Frame: 2011-2012

4. Ensure that future development protects the integrity and health of marsh areas on the islands; review current Resource Protection zoning and ensure that it is consistent with DEP guidelines.

Implementation Strategy: This will be addressed through the land use ordinance drafting process.

5. Require that all subdivision and site plan review applicants demonstrate that their developments will not have an adverse off-site impact on groundwater quality and quantity. The planning board will be given the authority to require a groundwater impact study from the applicant and the authority to require that this study be reviewed by a second consultant of the board’s choosing at the applicant’s expense.

Implementation Strategy: This will be addressed through the land use ordinance drafting process.

6. Promote water conservation measures as needed through public education and design of town facilities.

Implementation Strategy: Disseminate information re: vulnerability of water table to community members. As part of the town “green” development policy, town installs low water use plumbing in all new or expanded town facilities.

Responsibility: Sustainability committee for water use education; facilities supervisor for low water use plumbing

Time Frame: 2011-2012

I. Natural Resources

Summary of Goals: Recognizing their integral and pivotal role in the overall quality of island life and economic base, the plan strongly supports the protection and enhancement of the town’s natural and scenic resources. The plan also recognizes many threats to the future of the islands’ natural resources, including the loss of open space due to unplanned growth, local sources of contamination, regional air and water pollution, and the effects of global climate change.

Goals and Strategies:

1. Continue all town policies that protect the natural environment of the town including recycling, reductions in energy use, use of sustainable energy sources, incentives for sustainable building practices, etc.

- a. Support the efforts of the Sustainability Committee and introduce additional policies and regulations geared toward sustainable practices as they become feasible.

Implementation Strategy: This is addressed throughout the plan.
--

2. Periodically update the inventory of local wildlife, including flora and fauna, and note any threatened or endangered species; ensure that they enjoy adequate protection by relevant state, federal and local laws.

Implementation Strategy: Planning board contacts Maine Department of Inland Fisheries and Wildlife for updated Beginning with Habitat data for placement on a map for use in reviewing development applications.

Responsibility: Planning board

Time Frame: 2013-2014

3. Include concentrations of rare natural features in areas designated as rural in the future land use plan.

Implementation Strategy: This will be addressed through the Future Land Use Plan.
--

4. The plan recommends that the town expand its mosquito control measures in a manner that protects the natural environment and ecosystems. Specific steps will involve:
 - a. Regular maintenance of town-owned drainage ditches and other sources of stagnant water;
 - b. Providing informational brochures to residents on how to manage stagnant water and other mosquito breeding areas on their property; and
 - c. Working with state officials to develop environmentally sound measures to manage mosquitoes.

Implementation Strategy: (a) Removal of areas that collect stagnant water is a priority in all road maintenance plans; (b) Select board contacts agencies such as Hancock County Soil and Water Conservation District, University of Maine Cooperative Extension and Maine Bureau of Health, Division of Disease Control to determine what brochures are available, distributes relevant brochures to residents, and includes a summary of this information in the welcoming packet; and (c) Select board contacts Maine Bureau of Health, Division of Disease Control to learn what other resources are available.
--

Responsibility: Select board

Time Frame: 2009

5. Continue to allow hunting on the islands in order to keep the deer population under control.

Implementation Strategy: This is a continuation of current policy.

6. Amend the subdivision and site plan review standards to require applications to include a natural resource assessment depicting all resources present on the development plans. To

assure that all natural resource features mapped by the Beginning with Habitat Program and/or subject to protection by the Natural Resources Protection Act, DEP shoreland zoning standards and related state laws are identified, the planning board would require that the assessment include the field-location and mapping of on-site resources by a qualified professional with a summary of applicable laws, any adverse impacts of development on these features, and suggested mitigation measures. These measures may include shifts in building foot prints, mitigating steps in earth disturbance, greater retention of natural vegetation, and changes in proposed road layout.

Implementation Strategy: This will be accomplished through the land use ordinance revisions.

Responsibility: Planning board

Time Frame: 2011-2012

J. Agricultural and Forest Resources

Summary of Goals: In recognition of their importance as open space and a core feature of the town's rural character, the plan supports the preservation and enhancement of Cranberry Isles' limited forest resources. The plan also supports the development of farmers markets, farms, kitchen gardens and other resources that provide locally grown food. The plan recommends the following measures to preserve and protect the town's forested areas:

Goals and Strategies:

1. Encourage management practices that promote the health of island forests and reduce fire danger, such as removing dead growth and periodic thinning.
2. Encourage the use of fire breaks for fire management and view potential.

Implementation Strategy: (1 & 2) The fire department, with technical assistance from the Maine Forest Service, identifies potential forest fire hazards, informs the general public of the risk, and enforces their removal by responsible parties. This information is also addressed briefly in the welcoming packet. The town land use ordinances include standards to eliminate the accumulation of slash by instituting timber harvesting standards, and prohibiting accumulation of dry brush and wood.
--

Responsibility: Fire department for educational efforts; planning board for land use ordinance drafting.

Time Frame: 2010-2011

3. Work with state forestry officials to develop environmentally sound measures to control pests and disease that threaten trees.

Implementation Strategy: Select board contacts the Maine Forest Service for information on how to manage pests and determines if spraying or other measures are necessary.

Responsibility: Select board or designee

Time Frame: 2010

4. Ensure that timber harvesting occurs in a manner that minimizes erosion and sedimentation.

Implementation Strategy: This will be addressed through the land use ordinance drafting process.

5. Ensure that some large (at least 10 acres) parcels of forested land are designated as rural areas in the Future Land Use Plan.

Implementation Strategy: The Future Land Use Plan will recommend that predominantly forested areas be designated as rural.

6. Ensure stability of shore areas and banks through consistent enforcement of regulations pertaining to the removal of trees.

Implementation Strategy: Select board assures that the CEO has adequate resources for enforcement.

Responsibility: Select board and Code enforcement officer
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Time Frame: Ongoing

K. Historic and Archaeological Resources

Summary of Goals: In recognition of their importance to the town's historic character, Cranberry Isles seeks to protect and enhance its historic and archaeological resources. The plan recommends that this be accomplished through support of the following measures:

Goals and Strategies:

1. Protect the shell middens on Fish Point, Great Cranberry Island and at other locations throughout the town.

Implementation Strategy: This is addressed through land use ordinance revisions that would require identification of all potential sites and measures to minimize adverse impacts.

2. Protect the historic town cemeteries.

Implementation Strategy: Funds are included in the town budget to assure adequate maintenance
--

Responsibility: Select board

Time Frame: Ongoing

3. Encourage the historical societies to work with the Maine Historic Preservation Commission to conduct a comprehensive survey of historic resources in town to identify potential structures and sites that are eligible for listing on the National Register of Historic Places and working with interested property owners to have their properties voluntarily placed on the Register;

Implementation Strategy: Historical societies contacts Maine Historic Preservation Commission to learn how it might best proceed.
--

Responsibility: Historic societies

Time Frame: 2010-2012

4. After completion of the survey, prepare a map showing key historic and pre-historic sites. This map shall serve as reference material for the planning board as it reviews development proposals (such as subdivisions, site plan review applications and other uses subject to planning board permitting authority) to assure it is aware of all potential historical sites. This information will be used by the planning board in determining if changes are needed in site layout, building footprints and the timing of construction in order to allow a more thorough assessment of relevant features.

Implementation Strategy: Planning board hires a consultant to prepare a digital map. It also undertakes drafting of the necessary changes in the land use ordinances.
--

Responsibility: Planning board

Time Frame: 2010-2012

L. Land Use

Summary of Goals: Cranberry Isles seeks to preserve its current land use pattern while allowing opportunity for future growth in a manner that respects the environmental carrying capacity of the islands that comprise the town. The plan seeks to direct future growth and development with consideration of recent state and other scientific forecasts about environmental changes that could significantly impact land characteristics. The plan further recommends that the town enact town-wide land use standards and revise its site plan review and subdivision standards accordingly.

Goals and Strategies:

1. Designate Village (Growth) Areas: In order to ensure adequate opportunities for families to build homes in the town, the plan recommends that a portion of the town be designated as an area in which relatively higher densities would be allowed. Specifics on densities are discussed in the future land use plan.
2. Designate Rural Areas: The plan recommends that the remaining inland portions (i.e., not subject to shoreland zoning) of the town be designated as rural areas, primarily for lower density rural type uses as described in the future land use plan.
3. Enact Town-Wide Land Use Standards: The plan recommends that the town enact inland land use standards based on the proposal contained in the future land use plan. The proposed land use guidelines will:
 - a. Set standards to encourage limited commercial and multifamily development in designated areas of town. This development shall be compatible with the town's infrastructure, rural island character soils for wastewater disposal and availability of groundwater;
 - b. Address the need for limitations on height, lot coverage, use, set-backs and density;

- c. Discourage higher density development in areas that are environmentally fragile, have a concentration of natural resources or environmentally significant features, and/or where it would be costly to provide public services;
 - d. Manufactured housing parks will be allowed in the non-shoreland zones of the growth areas provided that water supply arrangements and waste water disposal are met and adequate buffering from surrounding properties is provided.
 - e. Set standards for small wind energy systems that follow State Planning Office model guidelines; and
 - f. Set standards for telecommunication towers that are consistent with FCC guidelines.
4. Revise Shoreland Zoning Standards: The plan recommends that the town update its shoreland zoning standards to reflect the latest DEP guidelines, retain a mixture of land uses in the shoreland zone, ensure that water-dependent uses are protected from conversion to other uses, and reflect new proposed inland zoning provisions.
 5. Revise site plan review and subdivision ordinance provisions to reflect new inland land use standards.

Implementation Strategy: (L1-L5) Planning board undertakes drafting of town-wide land use ordinance standards.
Responsibility: Planning board or designee
Time Frame: 2010-2012

6. Develop a capital investment policy to assure that 75 percent of growth-related municipal capital investments occur in the growth areas as designated in the Future Land Use Plan. Exceptions to this policy shall include emergency expenditures and those necessary to address public health, safety, and nuisances.

Implementation Strategy: This is addressed in the capital investment priorities articulated in the capital investment plan.
Responsibility: MAC/budget committee/board of selectmen
Time Frame: reviewed on a yearly basis

M. Fiscal Capacity

Summary of Goals: Cranberry Isles seeks to promote fiscally sound development and policies that encourage long-term fiscal planning and the sharing of services with adjoining mainland towns whenever proven practical. Specific fiscal policies are divided into two categories: alternative funding sources and fiscal planning.

1. Alternative Funding Sources: In the interests of minimizing demands on the property tax base, the plan recommends that the town undertake or continue to undertake the following measures to develop and/or expand other funding sources:
 - a. Continue to seek grant funds for projects and maintain capital reserve accounts so that matching local sources of funds may be accumulated well before the grant application deadline;

- b. Give the select board the authority to enact building permit fees based on a sliding scale that is related to the value of construction; and
- c. Charge user fees for certain town services if proven equitable for all parties involved and deemed practical and cost-effective re: collection.

Implementation Strategy: (a) This is a continuation of current policy; (b) Town land use ordinances are revised to indicate that select board review fees on an annual basis to ensure that they cover the costs of development review; (c) Select board reviews current policies and determines if any additional user fees can be imposed.
Responsibility: (a & c) Select board; (b) Planning board and select board
Time Frame: (a & c) Ongoing; (b) 2010-2011

2. Fiscal Planning: The plan recommends the following measures to promote long term fiscal planning in the hopes of mitigating the rate of future property tax increases:
 - a. Implementing a capital improvement plan (CIP) that will be revised annually. The CIP is an advisory document that summarizes planned major capital expenditures in Cranberry Isles over a six to ten-year period. The final decision on all expenditures will remain with the voters at town meeting.

Implementation Strategy: See Public Services and Facilities goals; select board, facilities supervisor, MAC and its budget committee update the CIP on annual basis.
Responsibility: See Public Services and Facilities goals. Select board, facilities supervisor, MAC and its budget committee.
Time Frame: Ongoing

N. CAPITAL INVESTMENT PLAN

The capital investment plan (CInP) summarizes major capital expenditures that the town anticipates undertaking and is the first step in a capital improvement plan. Like the rest of the comprehensive plan, the CInP is advisory in nature. Final recommendations on funding each year are still made by the selectmen and budget committee and are subject to approval by town meeting vote. Capital expenses are defined as items with a useful life of at least five years that cost at least \$5,000. They are distinct from operational expenditures such as fuel, minor repairs to buildings and salaries.

Capital expenditures may be funded in several ways. One is with a single appropriation from a town meeting warrant article. Another is with contributions to various capital reserve funds. A third is borrowing through bonds or loans. A fourth is through grants, which usually require a local match. Other sources include Maine Department of Transportation Urban Rural Initiative Program, boat excise taxes, ramp fees and charitable contributions.

Anticipated capital expenditures as of March 2009 are shown on Table II.1. These include both recurring expenditures such as annual road repairs and one-time expenditures such as major renovations or expansions to harbor facilities. The order in which the items are presented is no reflection of priority. In the table, the “anticipated year” cited indicates the year the town anticipates making the commitment for the given expenditure. Depending on the anticipated method of financing, some of these commitments are likely to be paid for over several years while others will be paid for in full in the year cited. All expenditures are shown in 2009 dollars and are subject to inflation. The need for these expenditures is explained in the Inventory and Analysis section.

Table II.1 SUMMARY OF ANTICIPATED CAPITAL EXPENDITURES, 2009-2014		
ITEM	COST	ANTICIPATED YEAR/METHOD OF FINANCING
Town Office	\$150,000	2012-2014 / 1,7
Fire Trucks/Rescue Vehicles (upgrades/replacements)	\$200,000	2009, 2010-2013 / 1,2,8
Fire House/Garage ⁸	\$5,000	2009 / 1
Transfer station	\$45,000	2010-2012 / 1
Road construction/reclamation	\$490,000	2010-2011 / 1,2,4,7
Road repair	\$353,000	2009-2014 / 1,2,4
Parking facilities (acquisition/upgrades/maintenance)	\$40,000	2010, 2012, 2014 / 1
Public works equipment & storage facilities ⁹	\$30,000	2012 / 1
Restroom facilities	\$30,000	2009, 2012 / 1
School buildings & grounds	\$333,000	2009-2014 / 1,7
Wharves, floats and ramps ¹⁰ (upgrades/replacement/maintenance)	\$406,400	2009-2014 / 1,3,5,6
Recreation facilities ¹¹	---	
Sustainability and economic development projects (includes affordable housing)	\$80,000	2009-2014 / 1,2,8
Public access (includes open space acquisition and trail development)	---	
RESERVE FUNDS		
Ongoing: Unspent appropriations remain in these accounts as reserves for future use		
Fire departments		
Road construction/repair		
School department: education and tuition		
Project: Existing reserves for a specific project		
Manset facility		
Proposed new reserve accounts:		
Sustainability & economic development		
Key: 1. Direct appropriation; 2. Existing capital reserve funds dedicated to a specific purpose; 3. Matching state grant; 4. State Highway Urban Rural Initiative Program; 5. Boat excise tax revenues; 6. Ramp fees; 7. Bonded debt or bank loan; 8. Charitable contributions; 9. Estimate of annual revenue from sale of tax-defaulted property.		
NOTE: This information is current as of March 2009, changes may have occurred since that date.		

⁸ 2008: \$295,000 invested in new fire truck garage & storage building

⁹ 2008: \$30,000 invested in new plow truck on LCI and \$60,000 invested in a sand & salt shed on LCI

¹⁰ 2008: \$185,000 invested in pier at GCI; 2009: \$311,400 investment funded through FTA grant

¹¹ 2008: \$5,000 invested in Hadlock Field, LCI

O. REGIONAL COORDINATION GOAL

Cranberry Isles promotes regional coordination whenever it is of mutual benefit to all parties. These regional measures are addressed throughout these goals and objectives and are summarized below. As an island community, regional cooperation may involve working with other island towns to address common issues.

SUMMARY OF POLICIES REQUIRING REGIONAL COORDINATION	
Topic	Supporting Policies
Population	A.4
Economy	B.2.d
Transportation	D.2
Public Services and Facilities	E.2 & E.3

P. CONSISTENCY OF THE COMPREHENSIVE PLAN WITH STATE GOALS AND COASTAL POLICIES

This section presents the ten state goals and nine coastal policies that are used in reviewing comprehensive plans. The “related policies” refer to the various goals and policies listed in the Goals and Objective section of this plan.

MAINE'S GROWTH MANAGEMENT GOALS
1. To encourage orderly growth and development in appropriate areas of each community, while protecting the State's rural character, making efficient use of public services and preventing development sprawl.
Related Policies: A, L
2. To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.
Related Policies: B
3. To promote an economic climate that increases job opportunities and overall economic well-being.
Related Policies: B
4. To encourage and promote affordable, decent housing opportunities for all Maine citizens.
Related Policies: C
5. To protect the quality and manage the quantity of the State's water resources, including lakes, aquifers, great ponds, estuaries, rivers and coastal areas.

Related Policies: G & H
6. To protect the State's other critical natural resources, including, without limitation, wetlands, wildlife and fisheries habitat, sand dunes, shore lands, scenic vistas, and unique natural areas.
Related Policies: F,1; G & I
7. To protect the State's marine resources industry, ports, and harbors from incompatible development, and to promote access to the shore for commercial fishermen and the public.
Related Policies: G
8. To safeguard the State's agricultural and forest resources from development which threatens those resources.
Related Policies: J
9. To preserve the State's historic and archeological resources.
Related Policies: K
10. To promote and protect the availability of outdoor recreation opportunities for all Maine citizens, including access to surface waters.
Related Policies: F

MAINE'S COASTAL POLICIES
1. Port and Harbor Development. Promote the maintenance, development and revitalization of the State's ports and harbors for fishing, transportation and recreation.
Related Policies: G.2
2. Marine Resource Management. Manage the marine environment and its related resources to preserve and improve the ecological integrity and diversity of marine communities and habitats, to expand our understanding of the productivity of the Gulf of Maine and coastal waters, and to enhance the economic value of the State's renewable marine resources.
Related Policies: G..1
3. Shoreline Management and Access. Support shoreline management that gives preference to water dependent uses over other uses, that promotes public access to the shoreline, and that considers the cumulative effects of development on coastal resources.
Related Policies: F.2.
4. Hazard Area Development. Discourage growth and new development in coastal areas where, because of coastal storms, flooding, landslides or sea level rise, it is hazardous to human health and safety.

Related Policies: (This is addressed through existing shoreland and floodplain ordinances)
5. State and Local Cooperative Management. Encourage and support cooperative state and municipal management of coastal resources.
Related Policies: G.2.e
6. Scenic and Natural Areas Protection. Protect and manage critical habitat and natural areas of state and national significance and maintain the scenic beauty and character of the coast even in areas where development occurs.
Related Policies: F.1 & I.2
7. Recreation and Tourism. Expand the opportunities for outdoor recreation and encourage appropriate coastal tourist activities and development.
Related Policies: B.2.e, F.3
8. Water Quality. Restore and maintain the quality of our fresh, marine and estuarine waters to allow for the broadest possible diversity of public and private uses.
Related Policies: D.4.d, G.1, H.1 – H.6
9. Air Quality. Restore and maintain coastal air quality to protect the health of citizens and visitors and to protect enjoyment of the natural beauty and maritime characteristics of the Maine coast.
Related Policies: D.2.e, D.3

III. CRANBERRY ISLES FUTURE LAND USE PLAN

1. Introduction

The purpose of the future land use plan is to support the town's goals and to advance the vision of what Cranberry Isles residents want their town to be in the future. It aims to achieve a balance between the wishes of residents to preserve the rural character and very fragile nature of the islands while also supporting opportunities for future growth and development. While this section makes many recommendations on changes to land use development policies, *any change to town land use regulations requires a separate vote of adoption at a town meeting* after the plan itself has been approved by voters.

Specifically, this section:

- a. estimates the amount of land needed for future development;
- b. proposes a future development scheme for Cranberry Isles; and
- c. recommends growth and rural areas.

2. Land Needed for Future Development

It is important to base the future land use plan on an estimate of how much land will be needed for various uses. While there is no way to project precisely the acreage that will be developed, some general estimates can be made. These are based both on a review of development trends and observations by committee members and residents.

The *Inventory and Analysis* section of the plan concludes that the State Planning Office projections for a declining year-round population are not reliable. From 2005 to 2008, the town-wide year-round population reversed a declining trend and returned to 2000 levels. The plan anticipates modest growth of the year-round population to continue. Further seasonal home development is also likely. Expansion of existing dwellings and construction of new out-buildings are also expected to continue. The *Housing* section projected that there could be a fifteen percent increase in the number of dwelling units between 2000 and 2020 (52 units). To allow for some unanticipated growth, a total of 60 new homes or three a year will be used for planning purposes here. This projection represents the highest growth scenario; a much slower rate is presently expected.

The above projection represents a low level of development when compared to most adjoining mainland towns. But in context of Cranberry Isles' total acreage available and suitable for development, it represents a significant change in land use. This plan seeks to support growth while preserving the town's overall rural character, maintaining a cost-effective municipal infrastructure, and minimizing adverse impacts of future development on the town's fragile environment. The water table, soil conditions, wetlands, and fire and safety issues are all factors that must be considered in planning for growth and development.

3. A Future Development Scheme for Cranberry Isles

a. Criteria for Growth and Rural Areas

Under Maine's *Growth Management Act*, towns must normally designate growth and rural areas. In the case of a town such as the Cranberry Isles that has a very low growth rate and a limited ability to absorb further development, the more appropriate distinction might be between village and rural. Growth would be encouraged to occur primarily in the village areas and certain shoreland zones as specified below. There are a number of factors that should be considered in determining growth and rural areas. The most relevant factors are presented below.

(1.) soils

As mentioned in the *Existing Land Use* chapter, most soils in Cranberry Isles are poor. About 80 percent of the soils are rated as having a very low potential for low density development based on their potential to support a septic system. There are minor concentrations of good soils on both Great Cranberry and Islesford. All of the soils on Bear Island have a very low potential and those on Sutton and Baker Islands are either low or very low.

(2.) roads and infrastructure

Cranberry Isles has a limited road system and there is no public sewer or publicly owned water system. As mentioned in the *Public Services and Facilities* chapter, fire and rescue vehicles can have trouble in the winter and spring accessing homes on the narrow and winding roads. Scheduled boat service is another important part of the infrastructure. Service to Sutton Island is limited and there is no service to the smaller islands.

(3.) existing developed areas

There are concentrations of homes along the main roads on both major islands. In several cases these areas coincide with the areas of better soils. There are also concentrations of homes along the shore. Due to access and soil conditions the latter areas are less suitable for growth. However, demand for shorefront property is likely to remain high.

(4.) areas held in protective status

A significant portion of land is bound by deed restrictions or conservation easements. All of Baker and Bear is subject to National Park Service restrictions. Approximately 75 percent of Sutton's and 20 percent of Great Cranberry's acreage is held in conservation easements. Although not permanently binding, about 20 percent of the total acreage on Islesford is enrolled in the state's open space program.

(5.) areas of natural resource importance and environmental fragility

As mentioned above, the entire town constitutes a fragile environmental system. Bear, Sutton and Baker Islands due to their small size and soils are particularly vulnerable. There are also substantial portions of the two primary islands that have limited suitability for development, including the Heath on Great Cranberry and the Marsh on Islesford as well as other wetlands (*see maps and Existing Land Use chapter for specifics*). There are also high-value habitats that have been identified by the Beginning with Habitat Program and the Maine Natural Areas Program.

(6.) groundwater supply

The islands' carrying capacity in terms of groundwater supply is unclear. Until conclusive results from further study are available, the plan recommends that the total amount of impervious surface area be limited to 25 percent of an island's total land area to ensure no reduction in the groundwater recharge. Specific impervious surface ratios are recommended for the village and rural areas. For existing impervious surface area ratios for the shoreland zone, see table at the end of this section.

b. General Land Use Standards

The following section proposes how the town can grow and prosper while also preserving its rural island character and minimizing restrictions on property rights. These are *recommended* standards that require a town meeting vote separate from the vote of adoption for the comprehensive plan in order to be enacted. *They apply to new or expanded uses only. All existing uses and lots would be grandfathered.* All uses would be subject to performance standards to ensure that neighboring properties are not adversely affected by uses.

The intended purpose of the following recommended standards is to advance community goals relating to natural resources and public safety. For instance, minimum lot sizes and maximum impervious surface areas are recommended to preserve an overall rural character, to protect natural resources, and to ensure a healthy water table. Setbacks and height restrictions are recommended to ensure public safety, support fire and rescue efforts, and promote cooperative neighbor relations. To ensure access by fire fighting equipment, the habitable portion of structures in all zones would have a height restriction of 35 feet. This height restriction does not apply to non-habitable structures, such as steeples and communication and wind generator towers.

c. The Villages (Growth Areas)

The plan recommends that land use standards allow the current mixed uses to continue in the village areas on Great Cranberry and Islesford not subject to shoreland zoning. Allowed uses would include single family and two-family residential and small-scale commercial. Contingent upon the provision of adequate water supply and waste water disposal arrangements, there would be a minimum lot size of 20,000 square feet per unit for any new single family or commercial development. Duplexes (two residential units in one building) would also be subject to the 20,000 square feet minimum lot size. A larger lot size would be required when necessary to meet state waste water disposal requirements. There would be a 25-foot front-yard setback as measured from the center line of the road and a 75-foot road frontage requirement. Side and rear-yard set backs would be fifteen feet. The maximum impervious surface ratio would be 35 percent for single family and duplex dwellings and 50 percent for commercial uses. For mixed uses (such as single apartment attached to a store) the higher ratio (50 percent) would apply. However, home-based occupations would be subject to the single family/duplex residential impervious ratio.

Multifamily uses would be allowed up to four apartment units per building. A minimum lot size of one acre would be required for multifamily buildings. Setbacks would be the

same as for single family homes and duplexes; multifamily uses would be subject to a 100-foot road frontage requirement and a maximum 50 percent impervious surface ratio. The plan recommends that approval for multifamily developments be contingent upon deed restrictions requiring at least one of the units be rented or sold to persons demonstrated to have a need for affordable housing. These provisions would need to be reviewed periodically to ensure that they were consistent with the town's goals and objectives for affordable housing and are enforceable.

Manufactured housing parks would also be allowed in the village growth areas. These would be subject to state standards regarding buffering, setbacks and minimum lot size. Any park would be required to meet state water supply and waste water disposal requirements. These requirements are designed to ensure that there is no adverse impact on surrounding properties.

A good portion of the growth areas are adjacent to vulnerable natural resources such as coastal wetlands and shorebird, tidal wading bird, and waterfowl habitats. Given the small size of the islands and their many natural features, this adjacency is practically unavoidable. Therefore, in order to minimize environmental impacts, it is crucial that all the minimum setback, buffer, stormwater runoff and erosion control standards required under state mandated minimum shoreland zoning and/or recommended in this plan be strictly enforced. The plan recommends that all applications for subdivision and site plan review require the identification of all such natural resource features and that mitigation measures such as those outlined under the Natural Resource goals be deployed.

d. The Working Waterfront

The plan recommends that the current Water Dependent Commercial/Residential District be continued and strengthened to ensure that it meets its intended purpose. Under this zoning, priority is given to water dependent uses. While single family uses are allowed subject to planning board permit, duplexes and multi-family uses are allowed only as part of a mixed use structure where the principal use is marine commercial in nature. The maximum impervious surface ratio is 70 percent of lot for water dependent and mixed uses and 20 percent of lot for residential uses. There have been cases where non-water dependent uses have been built due to apparent loopholes in the current standards. The plan recommends that these standards be periodically reviewed and revised.

e. Other Shorefront Areas

The plan recommends that the other shoreland zones continue largely as they are today. These zones include the Resource Protection, Mixed Residential, Business, and Low Density Residential districts. The current provisions offer adequate protection of shoreland areas. It is important to assure that the shoreland standards continue to meet or exceed the latest DEP minimal guidelines.

f. Rural Areas

The rest of the town would be designated rural. The minimum lot size for this area would be one acre. Allowed uses would be single family homes and accessory apartments. Agricultural and home-based occupations would also be allowed as would storage facilities such as barns and sheds. Other commercial uses would not be permitted unless

they were natural resource-based such as, but not limited to, wood product operations, on-island grown food processing and state licensed composting operations. Vegetative buffers would be required for such operations to protect adjoining uses. Commercial uses would be subject to a 25 percent impervious surface ratio, 50-foot front yard setback and 35-foot side and rear yard setback. There would be a 150-foot road frontage requirement for commercial uses. These standards are to ensure adequate distance between commercial and other uses.

The plan recommends a 100-foot frontage requirement for residential uses. There would be a 50-foot front yard setback and a 25-foot side and rear yard setback for these uses. The maximum impervious surface lot coverage would be 25 percent. The same natural resource mitigation measures discussed in growth areas would also apply here.

4. Growth and Rural Areas

The plan recommends that 70 percent of new residential and commercial growth occur in the village areas and 75 percent of municipal capital investment occur in the growth areas, which include the village areas and three specified shoreland areas (Business, Mixed Residential, and Water Dependent/Commercial Use). All shoreland areas except Resource Protection and Low Density Residential are considered part of the growth areas. All shoreland areas, including those in the growth areas, would remain subject to all current shoreland zoning standards and thereby be adequately protected from adverse impacts of permitted land uses.

5. Measures to Distinguish Village and Rural Areas

The overall goal is to have 70 percent of new growth occur in the village areas. This would be accomplished in several ways. First, poor soils and fragile ecosystems constrain development in much of the rural parts of town as does the large amount of land held in protective status such as public ownership or conservation easements. Second, village areas (Great Cranberry and Islesford only) are focused around existing roads and the town landings. The rural areas are in the more remote areas of the two main islands and the smaller islands. Third, the village areas have a minimum lot size of 20,000 square feet compared to one acre for the rural areas. Fourth, manufactured housing parks are allowed only in the village areas. Fifth, the town will, through its capital investment plan, direct 75 percent of future growth-related municipal capital investment expenditures in the growth areas. Examples include improvements to the various docks and landing areas, roads and parking areas, and public service facilities.

6. Summary

The plan recommends that growth trends be reviewed on an annual basis by mapping where new development takes place. Five years after adoption of the plan, the town will determine what percentage of total new residential units have been built in the village areas. If less than 70 percent of development has occurred in village areas, the plan recommends that these policies be reviewed.

Recommended Lot Standards for Inland Areas (subject to separate town meeting vote)						
Village	Min Lot Size	Min Road Frontage	Front Yard Setback	Side & Rear Setback	Max Impervious Surface Ratio	Max Bldg Height
Single Family Residential	20,000 sq ft	75 ft	25 ft	15 ft	35%	35 ft
Two Family Residential	20,000 sq ft	75 ft	25 ft	15 ft	35%	35 ft
Commercial	20,000 sq ft	75 ft	25 ft	15 ft	50%	35 ft
Multi Family Residential (up to 4 units)	1 acre	100 ft	25 ft	15 ft	50%	35 ft
Rural						
Residential	1 acre	100 ft	50 ft	25 ft	25 %	35 ft
Commercial	1 acre	150 ft	50 ft	35 ft	25%	35 ft

Existing standards for inland areas (for lots not subject to subdivision review):

20,000 sq ft minimum lot size*; no frontage, setback, impervious surface area ratio or height restrictions apply.

* This is the state minimum lot size standard for lots not subject to subdivision review. A larger size may apply if needed for state-approved septic system design.

Existing Shoreland Standards ¹²	Min Lot Size	Shore Frontage	Shore Setback	Road & Property Line Setback	Max Impervious Surface Ratio	Max Bldg Height
Business	40,000 sq ft	200 ft	75 ft	20/10 ft	70%	40 ft
Low Density Residential	2 acres	250 ft	75 ft	25/25 ft	20%	35 ft
Mixed Residential	1 acre	200 ft	75 ft	25/25 ft	20%	35 ft
Resource Protection	2 acres	200 ft	100 ft	25 ft	15%	35 ft
Water Dependent/Commercial Use	varies	varies	varies	varies	70% for water dependent & mixed uses; 20% for residential uses	40 ft

1 acre = 43,560 square feet

¹² NOTE: This is a summary of the shoreland zoning restrictions and does not include various exceptions to these general standards. For details, please refer to the most recent version of the shoreland zoning ordinance available at the town office.

APPENDIX 1:
PUBLIC PARTICIPATION SUMMARY

PUBLIC PARTICIPATION SUMMARY

The following is a summary of the public outreach that occurred to solicit input on the plan. The extensive outreach was used to identify the key issues identified in each chapter of the Inventory and Analysis. The meetings involved prolonged discussion about how Cranberry Isles can survive and prosper as a year-round community. There was repeated review of the draft vision statement, the goals and objectives and the future land use plan. The comprehensive plan committee made ongoing revisions to the entire plan to reflect public input.

List of Meetings and Other Events:

Public Opinion Survey conductedSpring/summer 2005

Public information meeting explaining plan
process and benefits – Tom Martin, HCPC,
guest speaker Summer 2005

Survey results presented at harvest suppers
on two islands: Great Cranberry and
Islesford. Copies of survey results available
through town office upon request.October 2005

Appropriate community members and town
employees were sought out for content or
review of content in Inventory & Analysis
chapters. (Examples: school committee,
MAC, harbor master, transportation
committee, fire chief, CIRT, facilities
supervisor, town treasurer/clerk, etc. Winter 2006 through Spring 2009

Comp Plan section added to town website:
draft documents posted; email address set up
for public comment; contact information for
all committee members posted..... August 2008

Hard copies of completed draft documents,
committee list with contact information –
compiled into notebooks made available for
viewing at town office and libraries on Great
Cranberry and Islesford.....Commenced August 2008

Updates and revised drafts posted on
website, notebooks updated with most
current drafts Ongoing through October 2009

Mailing to all property owners of record:
Letter explaining process and benefits,
opportunities for participation/input September 1, 2008

Public Review Workshop seeking
community feedback on committee drafts
of: 1) Vision for Town's Future; 2) Issues &
Concerns by Topic (Inventory & Analysis
chapters). Two meetings: one on Great
Cranberry, one on Islesford..... September 27, 2008

Public Review Workshop seeking
community feedback on committee drafts of
Goals & Objectives. Two meetings: one on
Great Cranberry, one on Islesford..... October 11-12, 2008

Committee workshop with Planning Board
and community members to discuss Future
Land Use Plan draft narrative and map..... March 3, 2009

Series of meetings with select board and
facilities supervisor to develop Capital
Investment Plan..... April-June 2009

Notice inserted in property tax bills to all
property owners of record re: progress of
comp plan, where they can find materials,
and how they can submit input June 2009

Public Review Workshop seeking
community feedback on committee drafts of
Future Land Use Plan, the Maps, and the
Capital Investment Plan. Two meetings:
one on Great Cranberry, one on Islesford..... August 26, 2009

All committee meetings were posted with public encouraged to attend. Comments and
opinions from community members outside committee were taken into account in both
developing and revising the plans contents.

APPENDIX II:
PUBLIC OPINION SURVEY RESULTS

CRANBERRY ISLES COMPREHENSIVE PLAN SURVEY

There is an opportunity to further elaborate, explain, or comment on your responses on the last page of the survey.

197 Responses

A. GENERAL INFORMATION

1. How long have you lived on or visited the Cranberry Isles?

- a. 2 less than one year 1% d. 30 10-20 years 15.2%
b. 4 1-5 years 2% e. 148 More than 20 years 75.1%
c. 10 6-10 years 5.1% 1 More than 50 years 0.5%
2 No Answer Given 1%

2. How many days per year do you typically reside on Cranberry Isles?

- a. 17 14 days or less 8.6% d. 30 60-90 days 12.7%
b. 13 15-30 days 6.6% e. 24 90-120 days 12.2%
c. 35 30-60 days 17.8% f. 13 120-180 days 6.6%
g. 66 More than 180 days 33.5% 4 No Answer Given 2%

3. Which island do you live on or visit?

- a. 1 Baker 0.5%
b. 0 Bear 0%
c. 84 Great Cranberry 42.6%
d. 102 Islesford 51.8%
e. 9 Sutton 4.6%
4 No Answer Given 2%

4. In the next 10 years, the amount of time you spend in Cranberry Isles will

- a. 80 Increase 40.6% b. 26 Decrease 13.2% c. 90 Stay the same 45.7%
1 No Answer Given 0.5%

5. Do you own or rent a residence on Cranberry Isles?

- a. 185 Own 93.9% b. 8 Rent 4.1%
4 No Answer Given 2%

6. If you own a house, how many days a year do you make it available to rent it to others?

- a. 143 0 days **72.6%**
- b. 16 1-30 days **8.1%**
- c. 17 30-90 days **8.6%**
- d. 8 90 days or more **4.1%**
- 12 No Answer Given **6.1%**
- 1 Not Applicable **0.5%**

7. If you own a house, is it winterized?

- a. 119 Yes **60.4%**
- b. 65 No **33%**
- 12 No Answer Given **6.1%**
- 1 Not Applicable **0.5%**

B. MUNICIPAL ISSUES

1. Please provide your opinion of the following town services by checking the appropriate box.
Feel free to add written comments on the last page.

	Satisfactory (✓)	Needs Immediate Attention	Needs Future Attention (✓)	No Response (✓)
a. Fire protection	83 42.1%	65 33%	33 16.8%	16 8.1%
b. Emergency medical response	93 45.7%	51 25.9%	40 20.3%	16 8.1%
c. Police protection/public safety	100 50.8%	32 16.2%	46 23.4%	19 9.6%
d. Road maintenance	113 57.4%	29 14.7%	36 18.3%	19 9.6%
e. Law/ordinance enforcement	88 44.7%	60 30.5%	30 15.2%	19 9.6%

f. Public schools	127 64.5%	13 6.6%	23 11.7%	34 17.2%
g. Building code enforcement	111 56.3%	25 12.7%	34 17.3%	27 13.7%
h. Solid waste disposal	69 35%	86 43.7%	27 13.7%	15 7.6%
i. Town docking facilities	137 69.5%	19 9.6%	28 14.2%	13 6.6%
j. Public access to the shore	139 70.6%	15 7.6%	24 12.2%	19 9.6%
k. Ferry schedule	118 59.9%	45 22.8%	25 12.7%	9 6.4%
l. Harbor management	123 62.4%	21 10.7%	30 15.2%	23 11.7%
m. Town parking on mainland	128 65%	23 11.7%	33 16.8%	13 6.6%
n. Employment opportunities	53 26.9%	54 27.4%	55 27.9%	35 17.8%
o. Affordable housing	54 27.4%	50 25.4%	63 32%	30 15.2%
p. Drinking water (supply, quality.)	124 62.9%	13 6.6%	41 20.8%	19 9.6%
q. Number of motor vehicles	57 28.9%	79 40.1%	39 19.8%	22 11.2%
r. Mosquito control	73 37.1%	73 37.1%	31 15.7%	20 10.1%
s. Development of inland land	83 42.1%	25 12.7%	47 23.9%	42 21.3%
t. Utility services from mainland: (telephone, power, fuel)	115 58.4%	26 13.2%	39 19.8%	17 8.6%

u. High-speed Internet access	43 21.8%	71 36%	45 22.8%	38 19.3%
v. Other (specify): _____	4 2 %	12 6.1%	1 0.5%	180 91.4%

C. For PRIMARY Residents Only:

1. Are you currently employed?

a. 35 Yes, full time **17.8%**

b. 28 Yes, part time **14.2%**

c. 34 No **17.3%**

100 **No Answer Given 50.8%**

2. Are you looking for a job?

a. 13 Yes **6.6%** b. 80 No **40.6%** 104 **No Answer Given 52.8%**

3. If you are not currently employed and not seeking a job, are you a full-time student, a full-time parent or retired?

a. 11 full-time student **5.6%**

b. 7 full-time parent **3.6%**

c. 22 retired **11.2%**

d. 8 other **4.1%** (please specify) see below

149 **No Answer Given 75.6%**

4. If you are employed, where do you work?

a. 41 On home island **20.8%**

b. 2 Cranberry Isles, but not on the island where I live **1%**

c. 17 Not in Cranberry Isles **8.6%**

137 **No Answer Given 69.5%**

5. If you are employed somewhere other than the island where you live, how long is your one-way commute? 1 Minutes 4 people **2%**

10 Minutes 1 person **0.5%**

<u>15</u> Minutes	<u>1</u> person	0.5%
<u>20</u> Minutes	<u>2</u> people	1%
<u>30</u> Minutes	<u>4</u> people	2%
<u>45</u> Minutes	<u>2</u> people	1%
<u>60</u> Minutes	<u>2</u> people	1%
<u>150</u> Minutes	<u>2</u> people	1%
<u>179</u> No Answer Given		90.8%

6. Are you self-employed?

- a. 41 Yes **20.8%**
b. 34 No **17.3%**
122 No Answer Given **61.9%**

7. Do you depend on the Internet to connect to a job located off island?

- a. 13 Yes **6.6%**
b. 58 No **29.4%**
126 No Answer Given **64%**

8. If you are employed, in what industry are you employed? (*Check all that apply*)

- a. 15 Fishing **7.6%** **182** No Answer
b. 9 Education **4.6%** **188** No Answer
c. 6 Carpentry **3%** **191** No Answer
d. 5 Boats (building/maintenance/storage)
2.5% **192** No Answer
e. 4 Landscape **2%** **193** No Answer
f. 2 Municipal **1%** **195** No Answer
g. 5 Housekeeping **2.5%** **192** No Answer
h. 7 Caretaking **3.6%** **190** No Answer
i. 35 Other: **17.8%** **162** No Answer

D. FUTURE DEVELOPMENT

1. What year-round population count would you like to see in the year 2010?

- a. 30 100-150 **15.2%**
- b. 84 150-200 **42.6%**
- c. 46 More than 200 **23.4%**
- d. 23 No preference **11.7%**
- 14 **No Answer Given 7.1%**

2. Should the town consider adopting ordinances that encourage more, the same or less of the following?

	More (✓)	Same (✓)	Less (✓)	No Response
a. Year-round housing	133 67.5%	33 16.8%	1 0.5%	30 15.2%
b. Affordable housing	121 61.4%	40 20.3%	5 2.5%	31 15.7%
c. Single family units	72 36.5%	67 34%	7 3.6%	51 25.9%
d. Multi-family units	30 15.2%	67 34%	44 22.3%	56 28.4%
e. Mobile homes	4 2%	43 21.8%	103 52.3%	48 23.8%
f. Other (specify): _____	10 5.1%	2 1%	1 0.5%	184 92.4%

3. Should the town consider adopting ordinances and/or other measures to protect the following?

	Yes	No	No Answer
a. Undeveloped land	<u>129</u> 65.5%	<u>42</u> 21.3%	26 13.2%
b. Wildlife habitat	<u>145</u> 73.6%	<u>29</u> 14.7%	23 11.7%

c. Aquifers	<u>160</u>	81.2%	<u>16</u>	8.1%	21	10.7%
d. Wetlands	<u>144</u>	73.1%	<u>26</u>	13.2%	27	13.7%
e. Scenic views	<u>123</u>	62.4%	<u>34</u>	17.3%	40	20.3%
f. Shellfish area Protection/restoration	<u>162</u>	82.2%	<u>10</u>	5.1%	25	12.7%

4. Would you support policies that protect against converting commercial shorefront property to residential use?

a. 149 Yes **75.6%** b. 26 No **13.2%** 22 No Answer Given **11.1%**

5. Would you like to see more, the same or less of the following?

	More (✓)	Same (✓)	Less (✓)	No Response
a. Retail	87 44.2%	81 41.1%	2 1%	27 13.7%
b. Manufacturing	70 35.5%	79 40.1%	12 6.1%	36 18.3%
c. Tourism	41 20.8%	99 50.3%	38 19.3%	19 9.6%
d. Other commercial (specify such as boatbuilding, lobster cooperative...)	105 53.3%	32 16.2%	0 0%	60 30.4%

6. If the Cranberry Isles is not your primary residence now, do you plan to make Cranberry Isles your primary residence in the future?

a. 1 Probably, at some point this year **2.5%**
b. 39 Probably, some point in the future **19.8%**
c. 89 Probably not **45.2%**
65 No Answer Given **33%**

7. Are there any changes that could be made on Cranberry Islands which would possibly change your answer to question 6 ? (please consider the list of municipal issues in section B and any other issues you may have.)

a. 38 Yes **19.3 %** b. 78 No **39.6%** 81 No Answer Given **41%**

8. If you own undeveloped land, do you plan to build on it or sell it to someone who will?

a. 5 Yes, in the next year or two **2.5%**

b. 13 Yes, at some point in the future **6.6%**

c. 92 No **46.7%**

87 No Answer Given **44.1%**